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CIVIL DEFENSE

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PREFACE

This document summarizes Department of Defense conclusions on the position of civil defense in the United States strategic defense structure, and the direction and scope of the nationwide civil defense program, especially during 1965.

A handwritten signature in dark ink, appearing to read "William P. Durkee", is positioned above the printed name.

William P. Durkee
Director of Civil Defense

CONTENTS

	<u>Page</u>
PREFACE	i.
I. BACKGROUND OF THE CIVIL DEFENSE PROGRAM	2
A. Basis For The Program	2
B. Official Statements	4
President Johnson	4
Defense Secretary McNamara	5
General Wheeler, Chairman, Joint Chiefs of Staff	6
The National Academy of Sciences	6
C. Concept of Civil Defense	6
D. Basic Authorities	8
II. DEVELOPING A SHELTER SYSTEM	10
A. The National Shelter Survey	11
B. Shelter Marking and Stocking	12
C. Developing Additional Shelter Space	15
Ventilation Improvements	15
Smaller Structures Survey	15
Professional Design Development	16
D. Community Shelter Planning	18
III. PREPARING FOR EMERGENCY OPERATIONS	22
A. Coordination of Action	22
B. Attack Warning	23
C. Operational Communications	24
D. Communications With The Public	24
E. Radiological Monitoring	25

	<u>Page</u>
F. Military Support of Civil Defense	26
G. Training	27
H. Liaison With Organizations	28
IV. MANAGEMENT ASSISTANCE	30
A. Concept of Federal Assistance	30
B. Programs of Federal Matching Funds	30
C. Annual Program Paper	31
V. RESEARCH AND DEVELOPMENT	34
VI. SUMMARY	36
VII. APPENDIXES	
1. Secretary McNamara Describes Civil Defense As Part of Nation's "Strategic Offensive and Defensive Forces" (OCD Information Bulletin No. 130)	39
2. The Federal Civil Defense Act of 1950, as Amended	53
3. Executive Order 10952, as Amended (Civil defense assigned to Secretary of Defense)	73
4. OCD Regional Offices and Areas Served	77
5. State Civil Defense Directors	79
6. Record of Federal Civil Defense Appropriations	85
7. Courses Taught in OCD Schools	87
8. Colleges and Universities in the Civil Defense Extension Program	89
9. Annual Program Paper Guidance	91
10. Other Sources of Information	113

I. BACKGROUND OF THE CIVIL DEFENSE PROGRAM

A. Basis For The Program

B. Official Statements

President Johnson
Defense Secretary McNamara
General Wheeler, Chairman,
Joint Chiefs of Staff
The National Academy of Sciences

C. Concept of Civil Defense

D. Basic Authorities

I. BACKGROUND OF THE CIVIL DEFENSE PROGRAM

"It is the policy and intent of Congress to provide a system of civil defense for the protection of life and property in the United States from attack."

-- From Section 2, The Federal Civil Defense Act of 1950, as Amended

A. BASIS FOR THE PROGRAM

In an age of nuclear weapons, United States continental defense forces have two strategic objectives:

1. To deter a deliberate nuclear attack upon the United States and its allies by maintaining a clear and convincing capability to inflict unacceptable damage on an attacker, even if that attacker were to strike first. The Defense Department terms this capability "Assured Destruction."
2. In the event a nuclear attack should nevertheless occur, to limit damage to our population and industrial capacity. The Defense Department terms this capability "Damage Limitation."

In the two decades since the end of World War II, the United States has built its strategic offensive forces to the point where they are superior, in number and quality, to those of any other nation. Today the United States has:

- More than 850 land-based intercontinental ballistic missiles.
- More than 300 nuclear-armed missiles in Polaris submarines.
- More than 900 strategic bombers, half of them ready at all times to be airborne within 15 minutes.

These and other elements of American military power stand as the free world's strongest deterrent to nuclear aggression. By assuring the destruction of an aggressor

nation, they make nuclear attack improbable. But they do not make it impossible. And it is this possibility of nuclear attack which necessitates damage-limiting defense forces. An integral part of the damage-limiting defense structure of the United States is a system of civil defense.

The basic goal of civil defense, most simply stated, is the survival of the American population in the event of nuclear attack on the United States. This is not to say that civil defense, even in combination with other elements of strategic defense, could prevent widespread death and destruction in the wake of an all-out nuclear attack. Millions of Americans would die, and there is no point in looking away from this harsh reality of nuclear war. But with proper preparations, which are well within the boundaries of technical and economic feasibility, millions of other Americans would live to sustain the life of the nation.

While there is no way of predicting with precision the many details in a possible nuclear attack against the United States -- how many weapons would be used, what their size or strength would be, where they would explode, the exact means of delivering them -- there are methods for analyzing on a nationwide basis the probable risks involved. During the past several years the Department of Defense has conducted intensive probability studies on the effects of various hypothetical large-scale nuclear attacks against the United States. Among the variable factors considered in these studies were diverse combinations of military, urban-industrial and population targets "struck" by a variety of air-burst and surface-burst nuclear weapons of different sizes. In addition, other variables considered included how war starts, enemy loss rates due to malfunction of weapons and delivery systems, destruction of incoming weapons by U.S. military defenses, duration of attack, accuracy of weapons, and wind direction and velocity at different seasons of the year.

The results of these studies indicated that tens of millions of people would survive the blast and heat effects of the weapons, but that most of these survivors would be threatened by lethal or disabling fallout radiation.

It is this large group of people -- those who would survive the blast and heat effects of a nuclear attack but who would be endangered by radioactive fallout -- that the nation's civil defense program is designed to protect. The protection is in the form of a nationwide fallout shelter system which would (a) shield people from penetrating, cell-destroying gamma radiation from fallout, and (b) allow people to remain within protected areas until the outside radiation intensity decreases to an acceptable level.

A nationwide fallout shelter system is one of a number of options available to those who must make the complex decisions involved in the strategic defense structure of the United States. Improved anti-aircraft, anti-ballistic missile, and anti-satellite defense forces are among these options. Defense Department studies show, however, that a nationwide fallout shelter system has a greater lifesaving potential for the investment involved than any other element of strategic defense, and that it is, in fact, fundamental to the damage-limiting effectiveness of other strategic defense elements.

The United States is constantly improving its strategic offensive and defensive forces to deter and, if necessary, to meet a nuclear attack. Basic to this improvement is a nationwide fallout shelter system. Developing this system and preparing to make effective use of it in the event of nuclear attack is the central objective of the civil defense program.

B. OFFICIAL STATEMENTS

A number of national civil and military leaders as well as representatives of the scientific community have expressed their views on civil defense and the fallout shelter program. Following are excerpts from some of these official statements:

President Johnson:

"While confident that our present strength will continue to deter a thermonuclear war, we must always be alert to the possibilities for limiting destruction which might be inflicted upon our people, cities and industry should such a war be forced upon us.

"Many proposals have been advanced for means of limiting damage and destruction to the United States in the event of a thermonuclear war. Shifting strategy and advancing technology make the program of building adequate defenses against nuclear attack extremely complex.

"Decisions with respect to further limitation of damage require complex calculations concerning the effectiveness of many interrelated elements. Any comprehensive program would involve the expenditure of tens of billions of dollars. We must not shrink from any expense that is justified by its effectiveness, but we must not hastily expend vast sums on massive programs that do not meet this test.

"It is already clear that without fallout shelter protection for our citizens, all defense weapons lose much of their effectiveness in saving lives. This also appears to be the least expensive way of saving millions of lives, and the one which has clear value even without other systems."

-- From the President's special message to Congress on national defense, January 18, 1965.

Secretary of Defense McNamara:

"Three major programs ... constitute our general nuclear war forces: The Strategic Offensive Forces, the Continental Air and Missile Defense Forces, and Civil Defense ...

"Analysis clearly demonstrates the distinct utility of a nationwide fallout shelter program in reducing fatalities, at all levels of attack ... Fallout shelters should have the highest priority of any defensive system because they decrease the vulnerability of the population to nuclear contamination under all types of attack."

-- From the Defense Secretary's statement to the House Armed Services Committee, February 1965. See also, Appendix 1, page 39, for additional extracts from Secretary McNamara's statement.

General Earle G. Wheeler, Chairman, Joint Chiefs of Staff:

"Speaking both for myself as a professional soldier and for the Joint Chiefs of Staff, a fallout protection oriented civil defense is clearly a necessary element of the total United States national security effort. Our potential enemies have a clear capability for nuclear warfare, and we cannot discount the possibility that such a war may occur. Prudence and plain common sense dictate that we be prepared for it. An adequate program of civil defense should give our population a reasonable degree of protection as well as increasing the credibility of our military deterrent posture."

-- From General Wheeler's statement
to a Special Subcommittee of the
Senate Armed Services Committee,
December 2, 1963.

The National Academy of Sciences:

"Adequate shielding is the only effective means of preventing radiation casualties (in a nuclear attack) ... There is adequate technical knowledge to permit a program of construction of effective shelters to be undertaken immediately."

-- From a published report, "The
Adequacy of Government Research
Programs in Non-Military Defense,"
Advisory Committee on Civil Defense
of the National Academy of Sciences,
June 30, 1958.

C. CONCEPT OF CIVIL DEFENSE

Basically, civil defense in the United States is civil government -- Federal, State, local -- prepared for effective action to limit damage and speed recovery in the event of a major disaster.

At the national level, civil defense emphasizes the role of civil government in national defense. This is not the whole of civil defense. Government must also be prepared to act effectively in the wake of many peacetime disasters, and this is particularly required of States and localities where these disasters strike. But enemy attack would threaten the life of the nation, and for this reason demands first attention in a nationwide system of civil defense.

The Federal Civil Defense Act of 1950, as amended (Appendix 2, page 53), provides that "the responsibility for civil defense shall be vested jointly in the Federal Government and the several States and their political subdivisions." This assignment of civil defense responsibility is in keeping with the concept that civil defense is a part of civil government and, as such, should be organized in line with the Federal system of government in the United States. Unlike military organization, there is no direct chain-of-command from the national to the local level in civil defense, just as there is no direct chain-of-command from the national to the local level in the civilian governmental structure of our nation. The decentralized organization of civil defense also is in recognition of the probable conditions which would exist following an all-out nuclear attack: many areas would be isolated and would have to conduct initial recovery actions with their own resources.

The Federal Office of Civil Defense is headed by a Director of Civil Defense who reports directly to the civilian Secretary of the Army. In addition to a small headquarters staff in the Pentagon, there are eight OCD regional offices (Appendix 4, page 77), and it is at this level that direct Federal control of the civil defense structure ends. But the end of the control line is not the end of the responsibility. In civil defense, the Federal Government has the responsibility to give all possible assistance to State and local governments (See especially, "Management Assistance," page 30.), and to provide the cohesiveness in the program which is essential to national defense requirements.

In directing the national civil defense program, the Office of Civil Defense deals with 50 States, 5 outlying areas and the District of Columbia, more than 3,000 counties or parishes, and more than 17,000 incorporated local governments. In addition, OCD works with some 30 other Federal agencies which have been assigned specific emergency responsibilities by Presidential Executive Orders.

Civil defense requires the effective organization of existing governmental and private resources for use in a major disaster. It does not call for the creation of a large bureaucracy dedicated only to civil defense. There are some emergency responsibilities unique to civil defense, such as developing fallout shelter and radiological monitoring systems. But in the main, the job of a civil defense director is to prepare for the emergency use of normal resources. In a disaster, his job is to coordinate the emergency actions

carried out at the direction of the responsible executive, such as the mayor or Governor.

D. BASIC AUTHORITIES

Nearly all civil defense activities at the Federal level are carried out pursuant to authority contained in the Federal Civil Defense Act of 1950, as amended. Appendix 2, page 53, is the text of the act as amended.

On July 20, 1961, the President issued Executive Order 10952, which assigned major civil defense responsibilities to the Secretary of Defense. Appendix 3, page 73, is the text of this Executive Order, as amended.

To carry out his responsibilities as described in Executive Order 10952, the Secretary of Defense established an Office of Civil Defense headed by an Assistant Secretary of Defense (Civil Defense), and redelegated to this official the civil defense functions, powers, and authorities assigned to him by the President. (Department of Defense Directive No. 5140.1 of August 31, 1961.)

On March 31, 1964, Department of Defense Directive No. 5160.50 cancelled DoD Directive No. 5140.1, and delegated the civil defense functions assigned to the Defense Secretary by the President to the Secretary of the Army. On the following day, the Secretary of the Army established an Office of Civil Defense, under a Director of Civil Defense, within the Office of the Secretary of the Army, and redelegated civil defense functions to the Director of Civil Defense.

All States have legislation authorizing a program of civil defense. In every State there is a Civil Defense Director or other official (listed in Appendix 5, page 79), who is charged with the general responsibility for civil defense, including that of advising the Governor and other State officials on civil defense and assisting each political subdivision in establishing and maintaining a local civil defense organization.

II. DEVELOPING A SHELTER SYSTEM

- A. The National Shelter Survey
- B. Shelter Marking and Stocking
- C. Developing Additional Shelter Space
 - Ventilation Improvements
 - Smaller Structures Survey
 - Professional Design Development
- D. Community Shelter Planning

II. DEVELOPING A SHELTER SYSTEM

Because of its lifesaving potential in the Damage Limitation structure of national defense, the development of a nationwide fallout shelter system is at the core of civil defense. The aim is to achieve fallout shielding for all Americans through a network of dual-use public shelter space and by the encouragement of private shelter development, especially in rural areas where there may be little public shelter potential.

A fallout shelter is essentially a protective shield against nuclear radiation. When a nuclear fireball touches the ground, thousands of tons of matter are sucked high into the air, forming an intensely radioactive cloud. The debris then sifts back down as radioactive fallout particles -- most of them about the size of table salt or fine sand. The heavier particles settle to earth fairly quickly, and the smaller, lighter ones are carried further downwind and fall more slowly, hour after hour, in a pattern that may extend hundreds of miles. Fallout's greatest danger lies with gamma rays which are highly penetrating and damaging to living tissue. Persons and animals exposed over a brief period to a high dosage of gamma radiation become sick and die.

The function of fallout shelter is analogous to that of the shielded areas which hospitals and laboratories provide to protect technicians from over-exposure to medical X-rays. In fact, the purpose of fallout shelter is to shield out gamma rays, and gamma rays are similar to X-rays. But whereas a shield against X-rays is needed to protect against relatively little radiation endangering only a few technicians for a brief period of time, a more substantial shield against fallout gamma rays resulting from nuclear attack would be needed by millions of people for an extended period of time -- for days or weeks, until the gamma radiation decreases to acceptable levels.

The question: How to build a fallout shield across the nation? The answer: Much of it does not have to be built; it already exists -- in office buildings, hotels, libraries, schools, community halls, industrial plants -- in structures designed and built long before there was any knowledge about the threat of radioactive fallout. It exists by accident, but it exists nonetheless.

Locating this resource and preparing it for emergency use was the first major civil defense project by the Department of Defense.

A. THE NATIONAL SHELTER SURVEY

A nationwide survey to locate potential public fallout shelter space in existing structures was started in September 1961. The survey was under the direction of the Office of Civil Defense, assisted by the Army Corps of Engineers, the Navy Bureau of Yards and Docks, and hundreds of architects and engineers who had been specially trained in fallout shelter analysis. The survey was made possible by procedures which had been developed from more than five years of research -- procedures whereby a number of complicated calculations could be made rapidly on various types of structures to determine the degree of protection the structures would offer against penetrating gamma radiation.

Much of the survey was completed by 1963, but the survey is a continuing operation to pick up new building construction and also to take advantage of new information gained through experience in the overall shelter program. (See especially, "C. Developing Additional Shelter Space.")

To date, specific information has been collected on some 450,000 structures, and about a third of these contain areas which meet minimum Defense Department requirements for public fallout shelter: (a) a minimum fallout protection factor (PF) of 40;^{1/} (b) space for at least 50 people at 10 square feet per person; (c) adequate ventilation.

As of the first of April 1965, the survey had located more than 151,000 structures throughout the United States which contain potential public fallout shelter space for more than 131,000,000 people. About 60 percent of this potential shelter resource is in cities of over 250,000 population; about 40 percent is in smaller cities, towns, and rural areas.

Nearly two-thirds of the surveyed shelter space is in aboveground areas, pointing up an important characteristic

^{1/} A fallout protection factor expresses the relation between the amount of fallout radiation that would be received by an unprotected person compared with the amount he would receive if he were inside a shelter. As a general example, a completely unprotected person would be exposed to 40 times more radiation than a person inside a shelter with a fallout protection factor of 40.

of the national fallout shelter program: It does not advance a "hole-in-the-ground" concept of specialized shelter construction. Rather it aims at dual-purpose emergency use of normally used space, and much of this is found in the inner core areas of multistory buildings.

B. SHELTER MARKING AND STOCKING

The national survey located potential public shelter space, and computer print-outs of this information were sent to State and local governments. Then came the job of turning the potential into actual public fallout shelter space. And the first step in this process was the development of a unique tripartite legal "contract" involving the building owner, the local government, and the Federal Government.

Under the agreement, the building owner allows his building to be marked as a public fallout shelter for use in a national emergency, and also to be stocked with austere survival supplies purchased by the Federal Government. The building owner receives no payment as a result of this agreement, even though he may be setting aside valuable storage space for the survival supplies. His is a special contribution to the Damage Limitation structure of strategic defense.

As of the first of April 1965, more than 79,500 of these agreements had been signed, and black and yellow public fallout shelter signs had been posted on buildings containing fallout protection areas for more than 71,000,000 people. Meanwhile, the job of stocking this shelter space with essential supplies was well underway.

Studies show that, following an all-out nuclear attack, fallout radiation could be a significant immediate danger to human life for a period of up to two weeks. By that time, most of the radioactivity would have decreased ("decayed") to acceptable levels. In most areas of the country, people probably could leave fallout shelter before the end of two weeks, at least for brief periods of time. But two weeks has been accepted as a basic in-shelter planning criteria.

To meet survival needs during shelter occupancy, the national civil defense program includes the provision of austere supplies for all public shelters. These include food, water, medical and sanitation items, and radiation

detection instruments. The suitability and adequacy of these supplies have been established in consultation with recognized experts, including representatives of the National Academy of Sciences; the Department of Health, Education, and Welfare; and the armed services.

Since the start of the program, the Office of Civil Defense has procured supplies for 63,000,000 shelter spaces. (A "shelter space" is space for one person.) The average cost has been \$2.42 per shelter space, broken down as follows:

	<u>Cost Per Shelter Space</u>
Wheat-based biscuit and carbohydrate supplement; 10,000 calories per person	\$1.17
Steel water containers with liners; convertible to chemical toilets	.44
Medical kits for non-professional use	.25
Sanitation kits	.17
Radiation detection instruments	.18
Warehousing and transportation costs	.21
	<hr/> \$2.42

The Defense General Supply Center at Richmond, Virginia, a field facility of the Defense Supply Agency, is the National Inventory Control Point for the shelter stocking operation. More than 65 warehouses located in areas of heavy shelter concentration are used in the supply distribution process.

As soon as a shelter has been licensed, a preprinted requisition for required supplies is sent to the local government. Upon signature and return of the requisition by local officials, a shipping order is sent to the appropriate warehouse. The Federal Government pays for transportation of supplies to individual shelters or delivery points if at least half of the county population is more than 25 miles from the warehouse. If lesser distances are involved, local governments provide transportation for pickup and delivery of shelter supplies.

When the local government accepts delivery of the supplies, it accepts the title to them and is responsible for care and maintenance of the supplies.

OCD procures shelter supplies with the specified requirement that they have a minimum shelf-life of 5 years under normal storage conditions. Some items may be said to have an indefinite storage life. Recent studies have indicated that the supplies can be expected to last for 10 years or more.

As of the first of April 1965, local governments had stocked public shelters with supplies to sustain more than 31,200,000 people for two weeks. But these same shelter areas had a total rated capacity to protect more than 51,000,000 people. The difference between these two figures is largely due to the lack of sufficient storage space for the survival supplies in the shelter areas.

In-shelter storage space for the supplies has been a problem in the national shelter program, and OCD is working on several ways to decrease the amount of required storage space. These actions should result in lower costs, both to the Government and to building owners who donate storage space for the supplies.

The most bulky item among the shelter supplies is the 17½-gallon metal water drum. A reduction in the number of these drums required in public shelters could make a significant decrease in storage space requirements.

The Army Corps of Engineers, under OCD direction, has conducted two sample surveys of about 1,000 buildings each in all parts of the country to determine the amount of water "trapped" in the regular plumbing systems of buildings. The surveys showed there was trapped water in 90 per cent of the buildings containing shelter, and that, on the average, buildings contained trapped water amounting to 28 quarts per shelter space. (The minimum public shelter water requirement is 14 quarts per shelter space, for a two-week stay.)

The shelter survey also is being expanded to collect information on other existing resources in buildings containing shelter space -- resources which could reduce the number of stored survival supplies needed in some shelter areas. Included in this appraisal is an analysis of the

sewerage capacity of a building and a determination of the number of water drums needed for secondary use as chemical toilets in shelter areas; also, a determination of existing food supplies in the facility and the amount of shelter rations needed.

C. DEVELOPING ADDITIONAL SHELTER SPACE

The basic national survey is expected to locate some 6,000,000 new potential public shelter spaces every year from new construction and modifications of existing structures. In addition, other actions are being taken to expand the Nation's fallout shelter resource. Emphasis in 1965 is on increasing shelter space by making low-cost ventilation improvements, by expanding the survey to cover smaller structures, and by encouraging the consideration of fallout protection at the design stage of new construction.

Ventilation Improvements

The shelter survey indicates that public shelter space could be considerably increased if conditions of inadequate ventilation were corrected.

OCD studies in 1963 showed that permanent ventilation improvements could be made at a cost of about \$11.90 per shelter space. Since that time, however, research has developed a method of making significant shelter ventilation improvements at an average cost of about \$2.50 per shelter space added.

This low-cost method of making ventilation improvements results from the development of a compact, portable ventilation kit which requires only 4 square feet of floor space when stored on end. One version of the ventilation unit is powered by an electric motor but may also be operated by a pedal drive device if electricity is not available. In operation, the kit exhausts stale air from a shelter area through a plastic duct, causing replacement air to be pulled into the shelter through all available openings, such as interior doorways and stairwells.

Smaller Structures Survey

Under criteria established for the National Shelter Survey, only those structures capable of accommodating 50 or more persons in shelter areas were considered. OCD estimates there are also more than 1,000,000 smaller structures, exclusive of single-family homes, with a potential for providing fallout protection for an estimated 13,000,000 people. OCD now intends to survey these buildings.

In addition, many single-family homes have a significant amount of fallout radiation protection, especially in some underground basement areas. With the cooperation of the Bureau of the Census, OCD will conduct a test survey to determine whether a questionnaire-computer process is a sound method to use to compile information on home fallout protection on a nationwide basis.

The "smaller structures survey" methods of locating fallout protection could be particularly important in suburban and rural areas where more shelter is needed. Meanwhile, OCD continues to work closely with the U. S. Department of Agriculture which conducts an extensive information program on rural civil defense, with emphasis on protection from radioactive fallout.

Professional Design Development

As stated earlier, the vast shield against radioactive fallout, located in existing structures through the National Shelter Survey, came into existence by accident. The buildings of steel, concrete, brick, stone, and other dense material -- which could shield millions of Americans from lethal fallout radiation in the event of nuclear attack -- were not designed for that purpose.

The question naturally arises: Suppose all large buildings had been designed with that additional purpose in mind; what would have been the result? The answer is obvious: Additional fallout shelter space for millions of more Americans. But what is not so obvious is that this important resource for national defense could have been realized at little, and in many cases, no additional construction cost.

How is this possible? Knowledge makes this possible. Knowledge held by professional architects and engineers who design the buildings we use -- knowledge of the special art of designing structures to diffuse or diminish gamma radiation. Getting this information, this knowledge, not only to practicing architects and engineers but also to those who are training for these professions, is an essential part of the national civil defense program.

More than 8,000 architects and engineers have completed OCD-sponsored courses in fallout shelter analysis,

and have been certified by the Department of Defense as Fallout Shelter Analysts.^{2/} OCD regularly sends information to these specially trained professionals, and periodically sponsors summer institutes, symposia and workshops -- all aimed at incorporating the special technology of anti-radiation construction in the continuing educational requirements of professional architects and engineers.

OCD also works closely with the American Institute of Architects, the American Society of Civil Engineers, and allied professional organizations. Shelter design competitions conducted by the AIA and a special design seminar at Rice University have shown specifically how fallout protection can be incorporated in the design of new schools, stores, and industrial buildings at little additional cost. An OCD publication, New Buildings With Fallout Protection, TR-27, describes how this theory has become fact in buildings designed for use in 26 communities located in 17 States. The publication describes how architects have taken full advantage of "slanting" techniques to provide fallout protection in normally used buildings.

"Slanting" is defined as a design technique which incorporates fallout protection in a building without adversely affecting the normal function, appearance, or cost of the building. On the subject of "slanting," an architect might consider a number of questions when designing a building. For example:

-- Could window areas be reduced or could sills be raised to reduce exposure to radiation?

-- Is the structure located so that maximum advantage is taken of mutual shielding from adjacent structures?

-- Has consideration been given to use of retaining walls, planters, overhangs, or grading a slope away from the structure to minimize the effect of radiation from the ground?

2/ These specialists are listed in the OCD manual, National Directory of Fallout Shelter Analysts, FG-F-1.2. Firms employing them are listed in the OCD manual, Engineering And Consulting Firms With Certified Fallout Shelter Analysts, FG-F-1.3.

-- Is it possible to depress the ground floor partially or completely below grade to reduce the effect of radiation from the ground?

-- Have entrances and exits been located to maximize the protection by baffles, or do they permit direct entry of ground radiation?

-- Can stairwells be positioned so that they provide additional shielding at the ends of corridors and hallways?

-- Have interior partitions been placed to block radiation?

-- Have dense, solid walls been used advantageously, and have hollow walls been filled with low-cost materials where feasible?

-- Has maximum advantage been taken in the arrangement of building modules to provide a protected core area which could be used for shelter?

These reflect some of the many techniques which can result in the design of low-cost fallout protection.

D. COMMUNITY SHELTER PLANNING

After public shelter space is located, marked, and stocked in a community, the next major job is to prepare for its use in an emergency. This includes plans to assign residents of specific areas of a community to specific shelters, procedures to get them to shelter, identification of shelter deficiencies as well as interim measures to meet this problem in an emergency, and development of a long-range shelter development program for the community's present and future shelter needs. OCD is financing most of this planning work, and is relying heavily on local urban planning professionals to carry it out.

The basic techniques involved were developed in 1962 through exploratory studies conducted by OCD in Boston, San Diego, and Lincoln, Nebraska. These were followed in 1963 by the development of the first prototype shelter-use plan in Montgomery County, Maryland. This plan, which has been approved by the County Council, includes both a complete shelter assignment plan for the county and the development of a shelter-based civil defense emergency plan.

The next phase of development was the selection, in 1963, of two cities in each of the OCD eight regions for field testing the lessons learned in Montgomery County. The basic objective was to determine the feasibility of developing local shelter-use plans by municipal or county government, in particular by urban planning professionals, and an analysis of the degree and type of Federal assistance required.

Upon completion of the 16-City project in early 1964, each OCD Regional Director was requested to select, with the approval of State and local civil defense directors, at least one community in each State within his region for field testing the community shelter planning concept and for training Federal and State agencies in the techniques, prior to commencing a national program. Professional community-planning services were provided to the local communities participating in this "50-City Project," primarily by funding the work with local urban planning agencies.

From the 50-City project, the Office of Civil Defense will obtain a complete training package, the necessary manuals for field guidance, and a management system for the economical and effective use of Federal funds available for community shelter planning.

III. PREPARING FOR EMERGENCY OPERATIONS

- A. Coordination of Action
- B. Attack Warning
- C. Operational Communications
- D. Communications With The Public
- E. Radiological Monitoring
- F. Military Support of Civil Defense
- G. Training
- H. Liaison With Organizations

III. PREPARING FOR EMERGENCY OPERATIONS

All actions in civil defense are in preparation for emergency operations. This is the meaning of civil defense -- civil government prepared for effective action in time of disaster when time itself is eroded as the emergency compresses hours into minutes.

Certainly the preparation of a nationwide fallout shelter system is a key element of civil defense emergency operations. The only reason fallout shelter is discussed separately is that the lifesaving potential of a shelter system makes it fundamental to all other civil defense preparations in the Damage Limitation structure of national defense. All other civil defense emergency operations are secondary to the shelter system, and are in support of it.

A. COORDINATION OF ACTION

Much of civil defense emergency operations is concerned with the communication of information -- pulling in information on the nature of the emergency and the damage caused, and putting out directions and guidance so that those who are responsible for recovery actions can move effectively rather than being forced to blunder forward from a pocket of ignorance.

Coordinating this flow of essential emergency information and guidance is a primary responsibility of the executive head of a governmental unit, assisted by his civil defense director and other government officials. To carry out this job, they need a protected communications headquarters from which to operate. The Office of Civil Defense assists State and local governments in developing these emergency communications headquarters -- usually termed "emergency operating centers" -- by matching funds for the development of centers and necessary emergency communications equipment which meet OCD standards. By April 1965, OCD had matched funds for 567 emergency operating centers of State and local governments.

In addition, OCD proposes to provide Federal emergency operating centers at each of its regional offices for key

regional personnel of various Federal agencies. One center has been constructed at the OCD Region 5 headquarters (Denton, Texas), and seven others are planned.

B. ATTACK WARNING

The first and in many respects the most crucial type of information associated with a nuclear attack would be warning of the attack.

Many experts who have studied the complex subject of how a nuclear war might start believe that any all-out nuclear attack would be preceded by a period of rising international tension which, in itself, would constitute a type of warning. Nevertheless, should an enemy launch an attack, a rapid, nationwide system of warning could save millions of lives. A Defense Department study on this subject indicates that a complete warning system, consisting of both outdoor and indoor alerting devices, could be responsible for saving between two and eight per cent of the preattack population, depending upon the status of the nationwide fallout shelter system and the type and severity of the attack.

The present Civil Defense Warning System is a combination of Federal, State and local systems. The Federal portion of the system is termed the National Warning System (NAWAS), and it is essentially an extension of the military warning and detection systems that feed into the Combat Operations Center of the North American Air Defense Command at Colorado Springs, Colorado. NAWAS consists principally of three major OCD Warning Centers (one at the NORAD Combat Operations Center, one at OCD Region 5 Headquarters, and one in Washington, D. C., area) plus back-up centers at the other OCD regional headquarters, which are linked by a special voice communications system to 653 warning points throughout the nation. These warning points, manned on a 24-hour basis, are located at key Federal facilities, State capitals, and numerous cities. Through a relay system, these warning points send warning information to local authorities who are responsible for sounding public warning devices, such as sirens.

The outdoor public alerting aspect of the warning system limits its effectiveness, and for several years studies have been conducted to develop a practical indoor warning system. At first, major emphasis was placed on development of the National Emergency Alarm Repeater (NEAR) system which would use electric powerlines to transmit a warning signal. However, studies conducted by OCD since 1963, after the discontinuance

of COMELRAD restrictions on radio broadcasting in time of national emergency, showed indoor radio warning systems may prove highly attractive on the basis of cost and coverage.

In 1965, OCD intends to complete engineering field studies on both the powerline and radio warning systems to permit a basic decision on the deployment of an indoor warning system.

C. OPERATIONAL COMMUNICATIONS

The primary network for carrying Federal-State civil defense operational information is the National Communications System No. 1 (NACOM 1) which consists of a leased teletype network with alternate telephone facilities. NACOM 1 connects OCD national and regional offices, State civil defense offices, the national emergency relocation sites of selected Federal agencies, and interconnects with commercial, military, and other Government teletype communication systems.

As a back-up to NACOM 1, OCD is developing National Communications System No. 2 (NACOM 2) which is a high-frequency radio network using voice, code, and radioteletype transmissions. At the beginning of 1965, NACOM 2 installations were completed to link OCD regions with about half the States, plus Puerto Rico and the Canal Zone.

D. COMMUNICATIONS WITH THE PUBLIC

Getting official information and guidance to the public in time of national emergency could be directly responsible for saving millions of lives. An Emergency Broadcast System (EBS) has been established to provide the President and the Federal Government, and State and local governments with a means of communicating with the public through non-government broadcast stations in the period preceding, during, and following an enemy attack.

An EBS plan, effective January 6, 1964, and superseding an interim plan of August 5, 1963, was developed in accordance with Executive Order 11092 of February 26, 1963, assigning certain emergency preparedness functions to the Federal Communications Commission. Management of the EBS is primarily a responsibility of the FCC, and the plan for its operation is based upon requirements of the White House, the Office of Emergency Planning, and the Office of Civil Defense.

On the implementation of the EBS plan in a national emergency, those commercial broadcasting stations holding National Defense Emergency Authorizations issued by the FCC remain on the air at their regular broadcasting frequencies to transmit official information and instructions. All other broadcasting stations leave the air.

The Office of Civil Defense is working closely with FCC and the broadcast industry to assure that major EBS stations could continue to operate in a fallout environment following a nuclear attack. OCD is funding a Civil Defense Broadcast Station Protection Program, consisting of three main parts:

1. Fallout protection at broadcast transmitting sites to protect the people needed to operate the stations.
2. Emergency power to provide the stations with a capability to continue operation if normal power is disrupted.
3. Radio program links and associated equipment needed to transmit local, State, and regional programming from the seats of government to EBS stations and on to the public.

By April 1965, a total of 529 EBS stations were a part of this OCD protection program. The intent is to extend the program to more than 650 EBS stations.

The type of information that would go out over EBS and other information media in time of national emergency, and the manner in which it would be disseminated, is a vital part of the OCD public information planning mission. It would be important to get basic civil defense instructions to the public in time of crisis because this information could save many lives in the event of an attack. At the same time, any system for emergency public information should not act to increase the crisis level and hamper the President in his efforts to resolve the emergency.

Developing the mechanism to meet this dual responsibility -- the need to instruct the people without obstructing official negotiations in an emergency -- is a fundamental part of the OCD public information program.

E. RADIOLOGICAL MONITORING

After a nuclear attack, information on radioactive fallout would be critical to survival and recovery actions. Every

level of government would need a system to measure and evaluate postattack fallout conditions in order for government officials to make sound decisions affecting: (1) the period of shelter occupancy; (2) restoration of vital facilities and obtaining needed food, water, and supplies at the earliest possible time; (3) fire fighting, law enforcement, and other public service operations; (4) relocation of people from areas of high radiation intensity; (5) rescue, first aid, medical, and welfare operations; (6) decontamination and other recovery and rehabilitation operations; and (7) control of radiation exposures of workers assigned to emergency recovery tasks in fallout areas.

To obtain adequate coverage for civilian units of government, OCD estimates that a minimum of 150,000 radiological monitoring stations will have to be established throughout the nation. Many of these will be located in public fallout shelters, but others must be located at Federal, State, and local governmental facilities. For every monitoring station meeting OCD criteria, including a minimum of two trained monitors and suitable communications, OCD provides at least one radiological defense operational set (CD V-777) consisting of three survey meters, two dosimeters, and a dosimeter charger.

As of the first of April, 1965, there were a total of 53,524 stations in the civilian radiological monitoring system, including 9,740 in Federal facilities and 43,784 in State and local facilities, and over 63,000 monitoring kits had been supplied to the fallout shelter system.

F. MILITARY SUPPORT OF CIVIL DEFENSE

Military forces are in a position to render valuable assistance to civil authorities in the event of a nuclear attack. But preparations for this type of assistance have been hindered in the past because of the lack of a military liaison point at the State level to plan for and coordinate military assistance for civil defense. This condition would be corrected under a plan to use the State Adjutants General and their headquarters to plan for military support of civil defense and to direct military forces committed within the State for civil defense assistance in the event of a nuclear attack.

This plan, which was sent to the State Governors by the Secretary of the Army for study and comment in June 1964, has been approved by all the Governors. Actions are being taken to implement it.

Under the plan, the State Adjutant General and the State military headquarters will be brought into Federal active service in the event of a nuclear attack. The State Adjutant General will then be under the command of the continental U.S. Army Commander in whose area he is located, and will command the military support forces within his State which are made available for the military support mission.

During the pre-mobilization phase, the Governor of each State, through his Adjutant General, will have an input to planning which affects his State. After mobilization, a familiar means of coordination will exist between the Governor and the senior military authority responsible for military support to the State civil defense organization.^{3/}

The plan provides a military chain of command, paralleling the civil government structure, to improve the effectiveness of military cooperation with State authorities. In an attack emergency, local requirements would be assessed and conveyed by the Governor or his civil defense director to the State military commander who would employ the military resources within the State, active and reserve, which had been made available to him for military support of civil defense.

The plan in no way assigns civil defense to the military. Strong as they are, the military forces represent only a small percentage of United States manpower and equipment potential. Not only would it be physically impossible for the military to take over the responsibility for civil defense across the nation, but it would also conflict with the primary responsibility of the Armed Forces to carry out their military mission. The role of the military in civil defense is to support civil authority.

G. TRAINING

Preparation for effective action in time of emergency requires training. The Office of Civil Defense operates a Staff College at Battle Creek, Michigan; an Eastern Training Center at Brooklyn, New York; and a Western Training Center at Alameda, California. The courses offered by these schools are described in Appendix 7, page 87.

^{3/} The plan affects the 48 Continental States. Since the military organizations in Alaska and the overseas areas, including Hawaii, are under the unified commanders, provision of instructions for military support of civil defense in these areas is a responsibility of the Joint Chiefs of Staff.

To expand the civil defense training resource, OCD initiated a Civil Defense University Extension Program in 1963. Under this program, OCD contracted with a land-grant college or university in every State to conduct civil defense orientation and training courses within the State. Objectives of the program are to:

1. Provide effective leadership training in civil defense for key State, county, and local public officials by use of conference techniques.
2. Produce urgently needed instructors in shelter management and radiological monitoring.
3. Strengthen the local civil defense staff capability in radiological defense and civil defense management.

The colleges and universities taking part in this program are listed in Appendix 8, page 89.

OCD also has arranged with the Continental Army Command for certain Army posts to train radiological monitors in response to State and local civil defense requirements.

In addition to training for specialized personnel, OCD supports two training programs for the general public: A Civil Defense Adult Education course, which emphasizes individual preparedness actions, and a Medical Self-Help course, which covers emergency health and medical care information a person should have in time of national disaster when doctors and other professional health personnel may not be readily available. Both programs are administered for OCD by the Department of Health, Education and Welfare.

H. LIAISON WITH ORGANIZATIONS

Many non-governmental organizations are in a position to assist and support local communities in preparing for effective emergency operations. OCD provides information guidance and other aids for these organizations to use in incorporating civil defense preparedness concepts and measures into their regular programs. This type of liaison covers a wide spectrum of national organizations in such areas as education, business and industry, labor, architecture and engineering, health and welfare, veterans, fraternal, civic affairs, and youth groups.

IV. MANAGEMENT ASSISTANCE

- A. Concept of Federal Assistance
- B. Programs of Federal Matching Funds
- C. Annual Program Paper

IV. MANAGEMENT ASSISTANCE

A. CONCEPT OF FEDERAL ASSISTANCE

United States civil defense is a Federal-State-local program. All aspects of Federal assistance in the management of State and local civil defense actions are in keeping with the concept that, in civil defense, the Federal Government should provide direction and leadership but should not install a system of absolute command and control. This concept is fundamental to the program not only because civil defense is organized in line with the federal system of government in the United States, but also because many more resources than those available to the Federal Government must be brought to bear on this program.

Governed by this basic principle, the central intent of Federal civil defense financial assistance to States and localities is to increase the operational readiness of these governmental units in the Damage Limitation structure of strategic defense.

B. PROGRAMS OF FEDERAL MATCHING FUNDS

The Office of Civil Defense directs a program of Federal matching funds to improve the emergency operational facilities, equipment, and staffs of State and local civil defense. This includes financial assistance to build emergency operating centers, purchase necessary equipment for warning and emergency communications, meet necessary administrative expenses, and send personnel to OCD schools for civil defense training.

Civil defense facilities and equipment acquired under the matching funds program are intended for use in the event of an attack on the United States or in preparation for such an emergency. In addition, OCD has authorized the following other uses:

1. To combat or relieve the effects of disasters not resulting from enemy attack.
2. The general use of communications equipment, providing: (a) that such use does not involve removal of the equipment from its place of use for civil

defense purposes, and (b) that such use does not jeopardize its immediate availability in operating condition for civil defense purposes.

As part of the civil defense financial assistance program, OCD is supporting a relatively new management-assistance program aimed at improving the caliber of civil defense staff personnel at State and local levels. The program is termed the Personnel and Administrative Expenses Program (frequently referred to as "the P and A program"). For those governmental units taking part in this program, which includes the provision that employees be hired under an approved merit system, OCD matches funds for civil defense personnel and administrative expenses.

In 1961, when the program began, 702 counties and municipalities took part in it. At the beginning of 1965, participation had grown to 1,435 counties and municipalities. And the people residing in these communities represented more than 60 percent of the total U.S. population.

All 50 States, 4 territories, and Washington, D.C., also take part in the program. The number of State and local civil defense employees partially supported by this program has grown from 3,638 in 1961 to 5,302 at the beginning of 1965.

OCD estimates that, in addition to the States and territories, some 1,880 county and municipal governments will be taking part in the Personnel and Administrative Expenses Program by 1966.

C. ANNUAL PROGRAM PAPER

All State and local governments taking part in Federal civil defense financial assistance programs are required to prepare a program paper each fiscal year. This is a management document which describes the specific things a State or local government intends to do during the fiscal year to build its civil defense capability.

OCD provides guidance for the preparation of these annual plans which involve a number of decisions to achieve a logical balance between important preparedness actions and the resources available to carry them out. This guidance is described in Appendix 9, page 91.

V. RESEARCH AND DEVELOPMENT

V. RESEARCH AND DEVELOPMENT

The Office of Civil Defense conducts a coordinated research effort to develop the best methods, materials, and facilities for use by civil defense at all levels of government.

Most of the research effort is devoted to a "core program" of long-term nature to improve the state of knowledge in various technical areas. This effort is in the nature of an investment which may be expected to pay dividends in future years. In addition, OCD directs a number of "output studies" each year to provide guidance for policy and operational decisions and to improve civil defense equipment.

During the 1965-66 period, OCD research will be carried out in four major program areas:

1. Shelter Research -- Emphasis will be on the means for providing fallout shelter space at a minimum cost, methods of achieving a complete fallout shelter system, and on potential methods of producing a feasible blast shelter system.
2. Support Systems Research -- Emphasis will be on the means for minimizing the thermal and fire problem associated with nuclear attack, and on the development of improved methods for emergency operations.
3. Postattack Research -- Emphasis will be on the development of a firm technical basis for understanding the probable environment immediately after an attack, and on methods to reduce hazards to life in the period when people are able to leave fallout shelter.
4. Systems Evaluation Research -- Emphasis will be on the development of improved methods for determining the probable cost, effectiveness, and feasibility of various civil defense programs.

Individual pieces of research are carried out under OCD direction by other Department of Defense and Federal agencies, by universities, and by private research organizations. At the beginning of 1965, OCD had about 200 research contracts with more than 75 different organizations throughout the United States. OCD uses two lead laboratories -- the U.S. Naval Radiological Defense Laboratory and the Stanford Research Institute -- to aid in the management and direction of these individual studies.

VI. SUMMARY

VI. SUMMARY

Summarizing, these are the major premises governing the position and direction of United States civil defense in 1965:

1. Civil defense is an integral part of the Damage Limitation structure of United States strategic defense.
2. Basic to the civil defense program is the development of a nationwide fallout shelter system which could save tens of millions of lives in the event of nuclear attack. The logical way to develop such a system is to make use first of existing resources which offer shielding from gamma radiation, and to take all practical actions to expand this resource.
3. Effective use of a fallout shelter system under conditions of nuclear attack requires that government at all levels be prepared to direct necessary emergency operations to protect life and speed recovery.
4. United States civil defense is a Federal-State-local program. All Federal civil defense assistance to States and localities is aimed at increasing the operational readiness of these governmental units in the Damage Limitation structure of strategic defense.
5. Any defense system of today must also take into account future needs, and this requires a coordinated program of research and development.

VII. APPENDIXES

1. Secretary McNamara Describes Civil Defense As Part of Nation's "Strategic Offensive and Defensive Forces" (OCD Information Bulletin No. 130.)
2. The Federal Civil Defense Act of 1950, as Amended
3. Executive Order 10952, as Amended (Civil defense assigned to Secretary of Defense)
4. OCD Regional Offices and Areas Served
5. State Civil Defense Directors
6. Record of Federal Civil Defense Appropriations
7. Courses Taught in OCD Schools
8. Colleges and Universities in the Civil Defense Extension Program
9. Annual Program Paper Guidance
10. Other Sources of Information



information bulletin

DEPARTMENT OF DEFENSE - OFFICE OF CIVIL DEFENSE

Washington, D.C. 20310

March 12, 1965

No. 130

SECRETARY McNAMARA DESCRIBES CIVIL DEFENSE AS PART OF NATION'S "STRATEGIC OFFENSIVE AND DEFENSIVE FORCES"

Set forth below and on the following
pages are excerpts from the "Statement
of Secretary of Defense Robert S.
McNamara Before the House Armed Services
Committee on the Fiscal Year 1966-70
Defense Program and 1966 Defense Budget
-- February 18, 1965"

STRATEGIC OFFENSIVE AND DEFENSIVE FORCES

This year for the first time we are including in a single chapter the discussion of the three major programs which constitute our general nuclear war forces: The Strategic Offensive Forces, the Continental Air and Missile Defense Forces, and Civil Defense.

I have made this change, not as a matter of style, but, rather to facilitate our analysis of the general nuclear war problem. It was clear last year that because of the close inter-relationship and, indeed, the inter-action of the three major components of our general nuclear war posture, the only practical way to deal with this problem is to incorporate all three components in a single analytical framework. Only then can the true character of the general nuclear war problem in all its dimensions be fully grasped and the relative merits of available alternatives be properly evaluated.

NATURE OF THE GENERAL NUCLEAR WAR PROBLEM

....In the event of general nuclear war, attacks might be directed against military targets only, against cities only, or against both types of targets, either simultaneously or with a delay. They might be selective in terms of specific targets or they might be general. In this regard, it is important to bear in mind that the types of situations I shall be discussing are illustrative. They reflect the way we go about determining

our requirements. They do not necessarily reflect all the ways in which a general nuclear war might be fought.

In such a war, the following types of U.S. strategic forces would be involved:

1. Strategic Offensive Forces

--Manned bombers, strategic reconnaissance aircraft, inter-continental ballistic missiles and submarine-launched missiles, and their associated support forces and command and control systems.

2. Strategic Defensive Forces

--Anti-aircraft defenses: manned interceptors; surface-to-air missiles; and their associated warning and control systems (including a capability against air breathing missiles).

--Anti-ballistic missile defenses: anti-missile missiles together with the associated sensing, data processing and communications systems; and the anti-submarine warfare forces directed against enemy missile launching submarines, together with the associated sound surveillance systems.

--Anti-satellite defenses: Interceptor missiles and the space detection and tracking systems.

3. Civil Defense Programs

--Fallout shelters, warning, etc.

The strategic objectives of our general nuclear war forces are:

1. To deter a deliberate nuclear attack upon the United States and its allies by maintaining a clear and convincing capability to inflict unacceptable damage on an attacker, even were that attacker to strike first;

2. In the event such a war should nevertheless occur, to limit damage to our populations and industrial capacities.

The first of these capabilities (required to deter potential aggressors) we call "Assured Destruction," i.e., the capability to destroy the aggressor as a viable society, even after a well planned and executed surprise attack on our forces. The second capability we call "Damage Limitation," i.e., the capability to reduce the weight of the enemy attack by both offensive and defensive measures and to provide a degree of protection for the population against the effects of nuclear detonations....

....our Assured Destruction forces would include a portion of the ICBMs, the submarine-launched ballistic missiles (SLBMs) and the manned bombers. The Damage Limiting forces would include the remainder of the strategic offensive forces (ICBMs, SLBMs and manned bombers), as well as area defense forces (manned interceptors and anti-submarine warfare forces), terminal defense forces (anti-bomber surface-to-air missiles and anti-ballistic missile missiles), and passive defenses (fallout shelters, warning, etc.). The strategic offensive forces can contribute to the Damage Limiting objective by attacking enemy delivery vehicles on their bases or launch sites, provided that our forces can reach them before the vehicles are launched at our cities. Area defense forces can destroy enemy vehicles en-route to their targets before they reach the target areas. Terminal defenses can destroy enemy weapons or delivery vehicles within the target areas before they impact. Passive defense measures can reduce the vulnerability of our population to the weapons that do impact....

....A meaningful capability to limit the damage of a determined enemy attack....requires an integrated, balanced combination of strategic offensive forces, area defense forces, terminal defense forces and passive defenses. Such a structure would provide a "defense in depth," with each type of force taking its toll of the incoming weapons, operating like a series of filters or sieves, progressively reducing the destructive potential of the attack....

CAPABILITIES OF THE PROGRAMED FORCES FOR DAMAGE LIMITATION

The ultimate deterrent to a deliberate nuclear attack on the United States and its Allies is our clear and unmistakable ability to destroy an aggressor as a viable society, even after our forces have been attacked. But if deterrence fails, whether by accident or miscalculation, it is essential that forces be available to limit the damage of such an attack to ourselves and our Allies....

Since we have no way of knowing how the enemy would execute a nuclear attack upon the United States, we must also intensively explore alternative "defensive" systems as means of limiting damage to ourselves. The problem here is to achieve an optimum balance among all the elements of the general nuclear war forces, particularly in their Damage Limiting role. This is what we mean by "balanced" defense.

Although a deliberate nuclear attack upon the United States may seem a highly unlikely contingency in view of our unmistakable Assured Destruction capability, it must receive our urgent attention because of the enormous consequences it would have....

Several points are evident from our analysis of this problem. First, it is clear that with limited fallout protection, an enemy attack on our urban areas would cause great loss of life, chiefly because of the heavy concentration of population in our large cities which I noted earlier. Second, the analysis clearly demonstrates the distinct utility of a nationwide fallout shelter program in reducing fatalities, at all levels of attack.

Third, the analysis shows that the attack would destroy a large percentage of our industrial capacity. Each successive doubling of the number of delivered warheads would increase the destruction of our population and industrial capacity by proportionately smaller amounts, since smaller and smaller cities would have to be attacked.

In order to assess the potentials of various Damage Limiting programs we have examined a number of "balanced" defense postures at different budget levels. These postures are designed to defend against the assumed threat in the early 1970s. To illustrate the critical nature of the timing of the attack, we used two limiting cases. First, we assumed that the enemy would initiate nuclear war with a simultaneous attack against our cities and military targets. Second, we assumed that the attack against our cities would be delayed long enough for us to retaliate against the aggressor's military targets with our missiles. In both cases, we assumed that all new systems will perform essentially as estimated since our main purpose here was to gain an insight into the overall problem of limiting damage. The results of this analysis are summarized in the table below.

Estimated Effect on U.S. Fatalities of Additions to
the Approved Damage Limiting Program
(Based on 1970 population of 210 million)

<u>Additional Investment</u>	<u>Millions of U.S. Fatalities</u>	
	<u>Early Urban Attack</u>	<u>Delayed Urban Attack</u>
\$ 0 billion	149	122
5 billion	120	90
15 billion	96	59
25 billion	78	41

The \$5 billion of additional investment (of which about \$2 billion would come from non-Federal sources) would provide a full fallout shelter program for the entire population. The \$15 billion level would add about \$8-1/2 billion for a limited deployment of a low cost configuration of a missile defense system, plus about \$1-1/2 billion for new manned bomber defenses. The \$25 billion level would provide an additional \$8-1/2 billion for anti-missile defenses (for a total of about \$17 billion) and another \$1-1/2 billion for improved manned bomber defenses (for a total of \$3 billion)....

The high utility of a full nation-wide fallout shelter program in the Damage Limiting role is apparent from the foregoing table....a transfer of resources from fallout shelters to other defensive systems would result in substantially less effective defense postures for any given budget level....

....any Damage Limiting program which excludes a complete fallout shelter system would cost at least twice as much as a program which includes such a system--even under the favorable assumption that the enemy would not exploit our lack of fallout protection by surface bursting his weapons

upwind of the fallout areas. In addition, fallout shelters should have the highest priority of any defensive system because they decrease the vulnerability of the population to nuclear contamination under all types of attack....

In summary, several tentative conclusions may be drawn from our examination of the Damage Limiting problem:

1. With no new U.S. defenses against nuclear attack in the early 1970s, the strategic offensive forces likely to confront us could inflict a very high level of fatalities on the United States.
2. A nation-wide civil defense program costing about \$5 billion could reduce fatalities by about 30 million.
3. If active defense systems operate as estimated, a large, balanced Damage Limiting program for an additional \$20 billion could reduce fatalities associated with an early urban attack by another 40 million.
4. There is no defense program within this general range of expenditures which would reduce fatalities to a level much below 80 million unless the enemy delayed his attack on our cities long enough for our missile forces to play a major Damage Limiting role....

In the light of the foregoing analysis, it seems to me that there are six major issues involved in our FY 1966-1970 general nuclear war programs. These issues concern:

1. The development and deployment of a new manned bomber (estimated five-year systems cost -- \$8.9 to \$11.5 billion).
2. The size of the strategic missile force (estimated five-year cost for an additional 200 MINUTEMAN II missiles -- \$1.3 billion).
3. The overall level of the anti-bomber defense program (estimated five-year cost if units proposed for phase out are retained in the forces -- \$300 to \$350 million).
4. The production and deployment of a new manned interceptor (estimated five-year cost -- \$4 billion).
5. The production and deployment of the NIKE X anti-missile system (estimated five-year cost -- \$24 billion).
6. The construction of fallout shelters for the entire population (estimated cost to individuals, state, local and Federal Government -- \$5 billion).

The first two issues are related to the Strategic Offensive Forces, the next three to the Strategic Defensive Forces and the last to the Civil Defense Program....

(As part of his discussion of the Strategic Defensive Forces, Secretary McNamara made the following statement on the position of NIKE X in the ballistic missile defense program):

NIKE X

The major issue in the ballistic missile defense program concerns the production and deployment of the NIKE X system. In any appearance before this Committee last year, I described the NIKE X system and its problems in considerable detail. Since that time, we have greatly expanded our knowledge of anti-missile defense with regard to both the relative costs and effectiveness of alternative deployments and the technical aspects of the system.

Although the NIKE X development is progressing satisfactorily, there are many technical problems still to be solved and I believe it is still premature to make any commitment to production and deployment at this time. Over and above the technical problems there are even greater uncertainties concerning the preferred concept of deployment, the relationship of the NIKE X system to other elements of a balanced Damage Limiting effort, the timing of the attainment of an effective nation-wide fallout shelter system and the nature and effect of an opponent's possible reaction to our NIKE X deployment. Accordingly, we propose to continue the development of the NIKE X system on an urgent basis and a total of about \$400 million has been provided in the FY 1966 budget for that purpose, including \$10 million for some preliminary production engineering. We plan to reexamine the question of production and deployment of the NIKE X system again next year. Considering the vast amount of development, test and evaluation work still to be accomplished, deferral of this decision to the FY 1967 budget should not delay an initial operational capability by many months beyond what we could expect to achieve if we were to start production in FY 1966.

CIVIL DEFENSE

The major issue in this area concerns the construction of a complete nation-wide fallout shelter system. As I noted earlier, such a system would provide the greatest return, in terms of lives saved, from any additional funds spent on damage limiting measures. The 5-year systems cost for full fallout shelter protection for the entire population has been estimated at roughly \$5 billion -- about \$3 billion from the Federal Government, \$1 billion from State and local governments and \$1 billion from private sources.

Most of the approximately 240 million shelter spaces needed by the early 1970s can be obtained relatively cheaply, simply by identifying, marking and stocking the fallout shelter inherent in existing or planned structures. The residual requirement, however, will have to be met by providing for dual-purpose fallout shelter areas in new construction and this, we believe, would require Federal cost sharing with State and local governments and non-profit institutions. Such a cost sharing program would, of course, require the enactment of legislation authorizing the Defense Department to participate on behalf of the Federal Government. The Executive Branch has recommended such legislation to the Congress for three years running, but it was not enacted. Since this dual purpose shelter subsidy proposal is directed only to meeting the residual requirement, we propose in FY 1966 to concentrate our efforts on exploiting fully all of the existing potential for fallout protection and to determining more precisely the exact nature of the residual shelter requirement. To this end, we intend to emphasize four aspects of the program during FY 1965 and FY 1966:

- Expansion of the present shelter survey program to include structures too small to qualify as public fallout shelters, i.e., small business facilities, duplexes and single family residences.
- Provision of architectural and engineering advice and assistance to stimulate the development of dual-purpose low cost, fallout shelters in new construction or major structural modification projects, through the application of various design techniques.
- Development of plans to identify more precisely the residual shelter requirements and to ensure the efficient use of currently available shelter by matching individuals with specific shelter spaces.
- Provision of portable ventilation kits which will significantly increase the capacity of existing shelter space.

I will discuss each of these measures in context with the FY 1966 Civil Defense Program summarized on Table 2.

1. Shelter Survey and Marking

The continuing survey of existing structures has already identified about 127 million shelter spaces with a minimum protection factor of 40 or better. More than 79 million shelter spaces in 94,000 structures have actually been licensed or marked. By the end of FY 1965, we estimate about

130 million spaces will have been identified and a total of 90 million spaces actually licensed or marked.

As shown on Table 2, \$36.3 million has been included in the FY 1966 request for shelter surveys. Of this amount, \$13.3 million is requested to support the continuing survey and marking program which, during FY 1966, should add about 6 million additional spaces to the inventory. Prior to FY 1965, we limited our survey efforts to structures having potential as "public" fallout shelters -- i.e., structures capable of sheltering 50 people or more. During the current year we expanded the shelter survey to include smaller structures other than single family homes.

In the case of single family homes, a pilot test using a questionnaire type technique is already underway. Many private homes, just as the larger structures covered by the National Fallout Shelter Survey, are presently capable of providing significant protection. The purpose of the "single family home survey" is to inform the homeowner of the existing protection already available to him. In addition, the results will be most useful to communities in determining more precisely the availability of suitable shelter. The initial survey is tentatively planned for completion in FY 1968 and could result in the identification of as many as 11 million shelter spaces which can be applied against the total requirement.

In total, \$23 million is requested in FY 1966 for a full scale effort in these two new phases of the survey program.

2. Shelter Development

Experience indicates that a large amount of suitable shelter area could be obtained at little or no cost with minor changes in the design of new buildings such as by reducing window areas, placing first floors below ground level, and by using partitions, stairwells, retaining walls and high density materials to reduce radiation. We propose in FY 1966 to expand the provision of architectural and engineering advice on such matters to a level of \$3 million, compared with \$1.8 million programed for the current fiscal year. The U. S. Government will apply the same techniques to its own construction.

As previously mentioned, the shelter survey program has already identified a large amount of potential fallout shelter. Before we can truly realize this potential or know for certain the size and location of the residual shelter requirement, it will be necessary to develop specific shelter use plans countrywide. Beginning last year, we undertook pilot community shelter planning studies in 57 cities. These studies, managed by the Corps of Engineers, are done under contract with city planning agencies. During the current year, we are extending this program nation-wide, and work will continue into FY 1966 using \$4 million of FY 1965 funds. Pending an analysis of our experience with this segment of the program, we are not requesting additional funds for community shelter planning at this time.

As I will discuss later, however, we are requesting increased funding in FY 1966 to support the emergency operations systems development programs which are related to this community shelter programming effort. When this necessary analysis is completed, we will be prepared to extend further the community shelter planning program.

3. Regional Operations Centers

In order to provide essential emergency management and direction facilities in wartime and to house regional Civil Defense and other agency personnel in peace time, eight regional centers have been planned. These centers have been designed to provide adequate radiation and minimal blast protection. The first center at Denton, Texas, authorized prior to DOD assumption of Civil Defense responsibility, has already been completed at a cost of \$2.7 million. The cost of constructing the remaining seven facilities on a more austere basis is estimated at \$9.9 million, of which \$2.1 million is already available from prior year appropriations. The remaining \$7.8 million has been included in the FY 1966 budget.

4. Shelter Provisions

Funds appropriated through FY 1965 will provide supplies for about 63 million shelter spaces and \$23.4 million is requested for FY 1966 to procure stocks for an additional 12 million spaces. The estimated cost per space in the FY 1966 program is somewhat lower than in the past since we believe that some of the provisioning requirements can be met through other means. The continuing shelter survey program has been expanded to determine the amount of food and water and sanitation facilities already present in buildings in which shelter has been identified and marked. To the extent such supplies and facilities are available or can be made so easily, the requirement for Federally-supported provisioning is reduced.

Frequently, in those cases when water is not already available to the shelter area, it can be made available by minor adaptations to the existing plumbing system. Accordingly, the FY 1966 request includes \$3.6 million to defray the cost of modifying the water systems in some 18,000 buildings containing several million shelter spaces.

The \$52.6 million shown on Table 2 for shelter provisions includes \$25 million for the procurement of portable ventilation kits which would substantially increase the capacity of existing non-ventilated shelter space. Use of these kits would make it possible to accommodate another 10 million persons in shelter spaces already identified and marked.

5. Warning

Of the \$1.3 million requested in the FY 1966 budget for this category, \$0.4 million supports the maintenance and improvement of the Washington area warning system. The remaining \$0.9 million provides for fallout

protection at an additional 228 State and local warning points in the national warning system, making a total of 483 protected warning points.

6. Emergency Operations

The \$13.3 million included in the FY 1966 budget for emergency operations covers four activities -- the Emergency Broadcast System, damage assessment, radiological defense and emergency operations systems development.

The Emergency Broadcast System provides the President, the Federal Government and State and local authorities a means of communicating with the public in an emergency. Under the guidance of the Federal Communications Commission, plans are being developed at each governmental level. The necessary emergency facilities and equipment for 530 of the 658 radio stations estimated to be needed for complete national coverage have been financed through FY 1965 and prior appropriations. An additional \$2 million is included in the FY 1966 budget to cover the remaining 128 stations.

Damage assessment techniques provide the informational basis for operational planning, for program evaluation and development, and for the direction of emergency operations. In FY 1966, \$1.0 million is requested to operate the National Civil Defense Computer Facility and \$0.4 million to maintain and update the damage assessment data base.

For radiological defense, \$6.7 million is requested -- \$2.5 million for 500,000 dosimeters for Civil Defense emergency personnel for determining radiation exposure; \$0.8 million for the technical improvement of radiological instruments; and \$3.4 million for weather services, warehousing and radiological instrument maintenance and calibration.

For emergency operations systems development -- i.e., the application of results of research, engineering tests and operations analyses to the development of practical civil defense doctrines and techniques -- \$3 million is requested for FY 1966, an increase of \$2 million over the present year's level. Virtually all of the increase is related to our expanded efforts in community shelter planning, which I mentioned earlier. This kind of practical planning is required to assure that supporting civil defense systems at the local level keep pace with the increased availability of shelters.

7. Financial Assistance to States

As shown on Table 2, \$30.5 million in matching funds are requested for FY 1966 for financial assistance to the States, an increase of \$3.5 million over FY 1965. This increase stems from the higher demands being made upon State and local civil defense organizations for newly emphasized aspects of the program, i.e., community shelter planning, increased shelter provisioning and development of emergency operating capabilities.

8. Research and Development

The FY 1966 request includes \$15 million, compared with \$10 million for the current fiscal year, to expand the civil defense research and development program. These funds will enable us to intensify our efforts to obtain: fallout protection at lower costs per shelter space; better means of controlling and directing emergency operations in damaged areas; an improved technical base for post-attack survival and recuperation; and improved methods of fire control and thermal countermeasures in the nuclear attack environment.

9. Management

For overall program management, \$14.6 million is requested for FY 1966 -- about the same as for the current fiscal year.

10. Public Information

The FY 1966 request includes \$4 million for public information activities and for the encouragement of private industrial participation in civil defense activities.

11. Training and Education

For civil defense training and education, \$15.5 million is requested in FY 1966 -- about the same as FY 1965. This amount will permit a continuation of the University Extension Program which was significantly expanded this year. This program provides high quality civil defense training through the state university and "land-grant" college systems.

FINANCIAL SUMMARY

The Strategic Offensive Forces, The Strategic Defensive Forces and The Civil Defense Program I have outlined will require Total Obligational Authority of \$6.3 billion in FY 1966. A comparison with prior years is shown below:

	(\$ Billions, Fiscal Years)					
	1962 Orig.	1962 Final	1963 Actual	1964 Actual	1965 Est.	1966 Proposed
Strategic Offensive Forces	7.6	9.0	8.4	7.3	5.3	4.5
Strategic Defensive Forces	2.2	2.0	1.9	2.0	1.7	1.6
Civil Defense		.3	.1	.1	.1	.2
Total	9.8	11.3	10.4	9.4	7.1	6.3

TABLE 1 - FINANCIAL SUMMARY
(In Billions of Dollars)

	FY 61	FY 62 Orig.	FY 62 Final	FY 63	FY 64	FY 65	FY 66
Strategic Offensive Forces							
Continental Air & Missile		7.6	9.0	8.4	7.3	5.3	4.5
Defense Forces, Civil Defense							
General Purpose Forces		2.2	2.3	2.0	2.1	1.8	1.8
Airlift/Sealift Forces		14.5	17.4	17.6	17.7	18.1	19.0
Reserve and Guard Forces		.9	1.2	1.4	1.3	1.5	1.6
Research and Development		1.7	1.8	1.8	2.0	2.1	2.0
General Support		3.9	4.2	5.1	5.3	5.1	5.4
Retired Pay		11.4	12.1	13.0	13.7	14.3	14.6
Military Assistance		.9	.9	1.0	1.2	1.4	1.5
		1.8	1.8	1.6	1.2	1.2	1.3
Total Obligational Authority b/	46.1	44.9	50.7	51.9	51.9	50.9	51.7
Less Financing Adjustments	3.0	1.3	1.3	.8	.9	1.1	3.2
New Obligational Authority	43.1	43.7	49.4	51.1	50.9	49.7	48.6
Adjustment to Expenditures	+1.6	+1.0	-1.2	-1.1	+3	-.4	+.4
Total Expenditures	44.7	44.7	48.2	50.0	51.2	49.3	49.0
TOA* by Department and Agency							
Army	10.4	10.4	12.5	12.0	12.5	12.0	12.4
Navy	12.7	12.4	14.7	14.9	14.8	14.7	15.3
Air Force	19.9	18.5	19.7	20.6	20.3	19.4	18.9
Civil Defense			.3	.1	.1	.1	.2
Defense Agencies	.3	.4	.3	.9	1.1	1.2	1.3
Retired Pay	.8	.9	.9	1.0	1.2	1.4	1.5
Defense Family Housing c/	.5	.5	.5	.7	.7	.7	.7
Military Assistance	1.5	1.8	1.8	1.6	1.2	1.2	1.3
Total b/	46.1	44.9	50.7	51.9	51.9	50.9	51.7
Memo: Increases since FY 1961 in payments to retired personnel and in rates of compensation included above:							
Increased Compensation Rate:							
Military				.1	1.1	1.6	1.6
Civilian				.2	.3	.6	.6
Increased Payments to Retired Personnel							
Total		.1	.1	.2	.4	.6	.7
Unfunded Mil. Ret. Past Service Liability		.1	.1	.5	1.8	2.8	2.9
	45.4		47.1	49.9	57.6	61.1	63.6
a/ At current pay rates, it would require \$2.2 billion in FY 1966 to fund "current service costs."							
b/ Excludes cost of nuclear warheads.							
c/ In 1961 and 1962 funds for this activity were appropriated to the military departments.							
* Total Obligational Authority.							

TABLE 2 - FINANCIAL SUMMARY OF CIVIL DEFENSE
(TOA,* \$ in millions)

	<u>FY 62</u>	<u>FY 63</u>	<u>FY 64</u>	<u>FY 65</u>	<u>FY 66</u>
A. Shelter Survey	58.4	9.3	7.8	11.7	36.3
B. Shelter Development				5.8	3.0
C. Shelter in Federal Buildings	19.8 <u>a/</u>				7.8
D. Shelter Provisions	90.3	32.7	23.5	2.8	52.6
E. Warning	6.8	4.1 <u>b/</u>	1.8	2.4	1.3
F. Emergency Operations	19.8	13.1 <u>b/</u>	13.1	12.5	13.3
G. Financial Assistance to States	18.9	27.5	23.7	27.0	30.5
H. Research and Development	19.0	11.0	10.0	10.0	15.0
I. Management	12.4	13.6	13.9	14.5	14.6
J. Public Information	4.0	4.3	2.7	3.2	4.0
K. Training and Education	<u>2.9</u>	<u>9.9</u>	<u>14.1</u>	<u>15.4</u>	<u>15.5</u>
TOTAL	<u>252.3</u>	<u>125.4</u>	<u>110.5</u>	<u>105.2</u>	<u>193.9</u>

a/ Includes \$2.3 million transferred from OCIM for construction of a Regional Center.

b/ Excludes \$2.2 million transferred to Army for civil defense warning and communications networks.

Note: Totals may not add due to rounding.

* Total Obligational Authority

The Federal Civil Defense Act of 1950, as Amended

AN ACT

To authorize a Federal civil defense program, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Federal Civil Defense Act of 1950". 64 Stat. 1245.

TABLE OF CONTENTS

Sec. 2.—Declaration of policy.

Sec. 3.—Definitions.

TITLE I—ORGANIZATION

Sec. 101.—Federal Civil Defense Administration.*

Sec. 102.—Civil Defense Advisory Council.

TITLE II—POWERS AND DUTIES

Sec. 201.—Detailed functions of Administrator.*

Sec. 202.—Relation of Defense Production Act of 1950 to civil defense.

Sec. 203.—Mutual aid pacts between several States and neighboring countries.

Sec. 204.—Identity insignia.

Sec. 205.—Contributions for personnel and administrative expenses.¹

TITLE III—EMERGENCY AUTHORITY

Sec. 301.—National emergency for civil defense purposes.

Sec. 302.—Utilization of Federal departments and agencies.

Sec. 303.—Emergency powers.

Sec. 304.—Immunity from suit.

Sec. 305.—Waiver of Administrative Procedure Act.

Sec. 306.—Compensation for nongovernmental property acquired.

Sec. 307.—Termination.

**Explanatory Note:* Except as specifically set out in the footnotes hereof all functions of the Federal Civil Defense Administration and of the Federal Civil Defense Administrator, under the Federal Civil Defense Act of 1950, as amended, were transferred to the President by Reorganization Plan No. 1 of 1958 (72 Stat. 1799-1801; 23 F.R. 4991; 3 CFR, 1954-1958 Comp., p. 447.) Pursuant to Executive Order 10952 of July 20, 1961 (26 F.R. 6577; 3 CFR, 1961 Supp., p. 117), as amended, major civil defense responsibilities were assigned to the Secretary of Defense. An asterisk (*) has been used throughout the following text of the Act, as amended, to denote the textual provisions of the Act affected by the reorganization plan.

¹Public Law 85-606, approved August 8, 1958, added section 205 (72 Stat. 533) to Title II of the Act. The section carried no descriptive title. However, this has been inserted in this edition of the text.

TITLE IV—GENERAL PROVISIONS

- Sec. 401.—Administrative authority.
- Sec. 402.—Exemption from certain prohibitions.
- Sec. 403.—Security regulations.
- Sec. 404.—Transfers to Administration.*
- Sec. 405.—Utilization of existing facilities.
- Sec. 406.—Annual report to Congress.
- Sec. 407.—Applicability of Act.
- Sec. 408.—Appropriations and transfers of funds.
- Sec. 409.—Reconstruction Finance Corporation.
- Sec. 410.—Atomic Energy Act of 1946.
- Sec. 411.—Federal Bureau of Investigation.
- Sec. 412.—Separability.
- Sec. 413.—Applicability of Reorganization Plan Numbered 1.

DECLARATION OF POLICY

Sec. 2.—It is the sense of the Congress that the defense of the United States, in this thermonuclear age, can best be accomplished by enacting into law the measures set forth in this Act. It is the policy and intent of Congress to provide a system of civil defense for the protection of life and property in the United States from attack. It is further declared to be the policy and intent of the Congress that the responsibility for civil defense shall be vested jointly in the Federal Government and the several States and their political subdivisions. The Federal Government shall provide necessary direction, coordination, and guidance; shall be responsible for the operation of the Federal Civil Defense Administration* as set forth in this Act; and shall provide necessary assistance as herein authorized.²

DEFINITIONS

Sec. 3.—As used in this Act—

(a) The term "attack" means any attack or series of attacks by an enemy of the United States causing, or which may cause, substantial damage or injury to civilian property or persons in the United States in any manner by sabotage or by the use of bombs, shellfire, or atomic, radiological, chemical, bacteriological, or biological means or other weapons or processes;

(b) The term "civil defense" means all these activities and measures designed or undertaken (1) to minimize the effects upon the civilian population caused or which would be caused by an attack upon the United States, (2) to deal with the immediate emergency conditions which would be created by any such attack, and (3) to effectuate emergency repairs to, or the emergency restoration of, vital utilities and facilities destroyed or damaged by any such attack. Such term shall include, but shall not be limited to, (A) measures to be taken in preparation for anticipated attack (including the establishment of appropriate organizations, operational plans, and supporting agreements; the recruitment and training of personnel; the conduct of research; the procure-

² Public Law 85-606, approved August 8, 1958 (72 Stat. 532), amended section 2 of the original Act by striking it out in its entirety and substituting, in lieu thereof, the language of the text as printed herein.

ment and stockpiling of necessary materials and supplies; the provision of suitable warning systems; the construction or preparation of shelters, shelter areas, and control centers; and, when appropriate, the non-military evacuation of civil population); (B) measures to be taken during attack (including the enforcement of passive defense regulations prescribed by duly established military or civil authorities; the evacuation of personnel to shelter areas; the control of traffic and panic; and the control and use of lighting and civil communications); and (C) measures to be taken following attack (including activities for fire fighting; rescue, emergency medical, health and sanitation services; monitoring for specific hazards of special weapons; unexploded bomb reconnaissance; essential debris clearance; emergency welfare measures; and immediately essential emergency repair or restoration of damaged vital facilities);

64 Stat. 1247.

(c) The term "organizational equipment" means equipment determined by the Administrator* to be (1) necessary to a civil defense organization, as distinguished from personal equipment, and (2) of such a type or nature as to require it to be financed in whole or in part by the Federal Government. It shall not be construed to include those items which the local community normally utilizes in combating local disasters except when required in unusual quantities dictated by the requirements of the civil defense plans;

64 Stat. 1247.

(d) The word "materials" shall include raw materials, supplies, medicines, equipment, component parts and technical information and processes necessary for civil defense;

64 Stat. 1247.

(e) The word "facilities", except as otherwise provided in this Act, shall include buildings, shelters, utilities, and land;

64 Stat. 1247.

(f) The term "United States" or "States" shall include the several States, the District of Columbia, the Territories, and the possessions of the United States; and

64 Stat. 1247.

(g) The term "neighboring countries" shall include Canada and Mexico.

64 Stat. 1247.

TITLE I—ORGANIZATION

Federal Civil Defense Administration*

Sec. 101.—(a) There is hereby established in the executive branch of the Government a Federal Civil Defense Administration* (hereinafter referred to as the "Administration") at the head of which shall be a Federal Civil Defense Administrator* appointed from civilian life by the President, by and with the advice and consent of the Senate. The Federal Civil Defense Administrator* (hereinafter referred to as the "Administrator") shall receive compensation at the rate of \$17,500* per year.

50 USC App. 2271.

64 Stat. 1247.

(b) There shall be in the Administration* a Deputy Administrator* who shall be appointed from civilian life by the President, by and with the advice and consent of the Senate, and who shall receive compensation at the rate of \$16,000* per year. The Deputy Administrator* shall perform such functions as the Administrator* shall prescribe and shall act for, and exercise the powers and perform the duties of, the Administrator* during his absence or disability.

64 Stat. 1247.

* This office, and the office of Deputy Director created by Section 102(b), were abolished by section 6 of Reorganization Plan No. 1 of 1958, as amended. The Federal Civil Defense Administration and the Office of Defense Mobilization were consolidated to form the agency now known as the Office of Emergency Planning.

(c) The Administrator* shall perform his functions subject to the direction and control of the President.

Civil Defense Advisory Council

50 USC App. 2272.

64 Stat. 1247, 1248.

64 Stat 1248.

Sec. 102.—(a) There is hereby created a Civil Defense Advisory Council,⁴ hereinafter referred to as the Council, which shall advise and consult with the Administrator* with respect to general or basic policy matters relating to civil defense. The Council shall consist of the Administrator,* who shall be chairman, and twelve additional members to be appointed by the President, of whom three members shall be representative of the State governments, three members shall be representative of the political subdivisions of the States and the remaining members shall be selected among the citizens of the United States of broad and varied experience in matters affecting the public interest, other than officers and employees of the United States (including any department or agency of the United States) who, as such, regularly receive compensation for current services. The following organizations shall be invited to establish panels of names for the members representative of the States and the political subdivisions thereof:

The Council of State Governments.

The Governor's Conference.

The American Municipal Association.

The United States Conference of Mayors.

The representatives of the States and the political subdivisions thereof appointed by the President shall be selected from the panels established by the above-mentioned organizations. Not more than a majority of two of the members shall be appointed to the Council from the same political party. Each member shall hold office for a term of three years, except that (1) any member appointed to fill a vacancy occurring prior to the expiration of the term for which his predecessor was appointed, shall be appointed for the remainder of such term; and (2) the terms of office of the members first taking office after the date of the enactment of this Act shall expire, as designated by the President at the time of appointment, four at the end of one year, four at the end of two years and four at the end of three years, after the date of the enactment of this Act. The Council shall meet at least once in each calendar year and at such other times as the Administrator* shall determine that its advice and counsel will be of assistance to the program.

64 Stat. 1248.

(b) The Administrator* may appoint such other advisory committees as are deemed necessary.

64 Stat. 1248.

(c) The members of the Council and the members of any other advisory committees, other than the Administrator,* may be compensated at rates not in excess of those prescribed in section 401(b) of this Act.

⁴The Civil Defense Advisory Council, together with its functions, were transferred to the Office of Defense and Civilian Mobilization by section 5 of Reorganization Plan No. 1 of 1958. All other functions of the Federal Civil Defense Administrator and the Federal Civil Defense Administration under the provisions of the Federal Civil Defense Act of 1950, as amended, were vested in the President under the Reorganization Plan. The name of the agency was later changed to the Office of Civil and Defense Mobilization by Public Law 87-763 (75 Stat. 861), and again to the Office of Emergency Planning by Public Law 87-296 (75 Stat. 630). The Council remains as an element of the Office of Emergency Planning, chaired by the Director thereof.

TITLE II—POWERS AND DUTIES

Detailed Functions of Administration*

Sec. 201.—The Administrator* is authorized, in order to carry out the above-mentioned purposes, to— 50 USC App. 2281.

(a) prepare national plans and programs for the civil defense of the United States, making such use of plans and programs previously initiated by the National Security Resources Board as is feasible; sponsor and direct such plans and programs; and request such reports on State plans and operations for civil defense as may be necessary to keep the President, the Congress and the several States advised of the status of civil defense in the United States; 64 Stat. 1248.

(b) delegate, with the approval of the President, to the several departments and agencies of the Federal Government appropriate civil defense responsibilities, and review and coordinate the civil defense activities of the departments and agencies with each other and with the activities of the States and neighboring countries; 64 Stat. 1248.

(c) make appropriate provision for necessary civil defense communications and for dissemination of warnings of enemy attacks to the civilian population; 64 Stat. 1248.

(d) study and develop civil defense measures designed to afford adequate protection of life and property, including, but not limited to, research and studies as to the best methods of treating the effects of attacks; developing shelter designs and materials for protective covering or construction; and developing equipment or facilities and effecting the standardization thereof to meet civil defense requirements; 64 Stat. 1248.
64 Stat. 1249.

(e) conduct or arrange, by contract or otherwise, for training programs for the instruction of civil defense officials and other persons in the organization, operation, and techniques of civil defense; conduct or operate schools or classes, including the payment of travel expenses, in accordance with the Travel Expenses Act of 1949, as amended, and the Standardized Government Travel Regulations, and per diem allowances, in lieu of subsistence for trainees in attendance or the furnishing of subsistence and quarters for trainees and instructors⁵ on terms prescribed by the Administrator*; and provide instructors and training aids as deemed necessary: *Provided*, That the terms prescribed by the Administrator* for the payment of travel expenses and per diem allowances authorized by this subsection shall include a provision that such payment shall not exceed one-half of the total cost of such expenses: *Provided further*, That the authority to pay travel and per diem expenses of students as authorized 64 Stat. 1249;
66 Stat. 158; 70 Stat. 949; 72 Stat. 532.
70 Stat. 949.
72 Stat. 532.

⁵ Public Law 928, 84th Congress, approved August 2, 1956 (70 Stat. 949), amended subsection (e) to authorize the Administrator to pay travel expenses and per diem allowances in lieu of subsistence for trainees in attendance or the furnishing of subsistence and quarters for trainees and instructors. Section 2 of the same Act authorized the appropriation of not to exceed \$100,000 annually for these purposes. Section 6 of Public Law 85-606 (72 Stat. 534), amending section 408 of the Federal Civil Defense Act of 1950, raised this limitation by providing that "appropriations for the payment of travel and per diem expenses for students under section 201(e) shall not exceed \$300,000 per annum."

72 Stat. 532.

78 Stat. 231.

66 Stat. 158.

64 Stat. 1249.

64 Stat. 1249.

64 Stat. 1249.

66 Stat. 158.

by this subsection shall terminate on June 30, 1968:⁶ *Provided further*,⁷ That not more than one national civil defense college and three civil defense technical training schools shall be established under the authority of this subsection: *Provided further*, That the Administrator * is authorized to lease real property required for the purpose of carrying out the provisions of this subsection, but shall not acquire fee title to property unless specifically authorized by Act of Congress;⁸

(f) publicly disseminate appropriate civil defense information by all appropriate means;

(g) assist and encourage the States to negotiate and enter into interstate civil defense compacts; review the terms and conditions of such proposed compacts in order to assist to the extent feasible in obtaining uniformity therein and consistency with the national civil defense plans and programs; assist and coordinate the activities thereunder; aid and assist in encouraging reciprocal civil defense legislation by the States which will permit the furnishing of mutual aid for civil defense purposes in the event of an attack which cannot be adequately met or controlled by a State or political subdivision thereof threatened with or undergoing an attack: *Provided*, That a copy of each such civil defense compact shall be transmitted promptly to the Senate and the House of Representatives. The consent of the Congress shall be granted to each such compact, upon the expiration of the first period of sixty calendar days of continuous session of the Congress following the date on which the compact is transmitted to it; but only if, between the date of transmittal and expiration of such sixty-day period, there has not been passed a concurrent resolution stating in substance that the Congress does not approve the compact: *Provided*, That nothing in this subsection shall be construed as preventing Congress from withdrawing at any time its consent to any such compact;

(h) procure by condemnation or otherwise, construct, lease, transport, store, maintain, renovate or distribute materials and facilities for civil defense, with the right to take immediate possession thereof: *Provided*, That facilities acquired by purchase, donation, or other means of transfer may be occupied, used, and improved for the purposes of this Act, prior to the approval of title by the Attorney General as required by section 355 of the Revised Statutes, as amended (40 U.S.C. 255): *Provided further*, That the Administrator* shall report not less often than quarterly to the Congress all property acquisitions made pursuant to this subsection: *Provided further*, That the Administrator* is authorized to lease real property required for the purpose of carrying out the provisions of this subsection, but shall not acquire fee title to property unless

⁶ Section 3(a)(2) of Public Law 85-606 (72 Stat. 532), approved August 8, 1958, added the provisos that the terms prescribed by the Administrator for the payment of travel expenses and per diem allowances should not exceed one-half of the total cost of such expenses and that the authority of the Administrator under section 201(e) to pay travel and per diem expenses of students would terminate on June 30, 1964. Public Law 88-335 (78 Stat. 231) extended the date to June 30, 1968.

⁷ Words "Provided further" inserted in lieu of word "Provided" by section 3(a)(1) of Public Law 85-606 (72 Stat. 532).

⁸ Amendment by Public Law 412, 82nd Congress, approved June 25, 1952 (66 Stat. 158), gave the Administrator authority to lease real property but not to acquire fee title under this subsection (e). See also footnote 9, *infra*.

specifically authorized by Act of Congress:⁹ *Provided further*, That until June 30, 1968, the Administrator* is authorized to procure and maintain under this subsection radiological instruments and detection devices, protective masks, and gas detection kits, and distribute the same by loan or grant to the States for civil defense purposes, under such terms and conditions as the Administrator* shall prescribe.¹⁰

72 Stat. 532.

78 Stat. 231.

(i) make financial contributions, on the basis of programs or projects approved by the Administrator*, to the States for civil defense purposes, including, but not limited to, the procurement, construction, leasing, or renovating of materials and facilities. Such contributions shall be made on such terms or conditions as the Administrator* shall prescribe, including, but not limited to, the method of purchase, the quantity, quality, or specifications of the materials or facilities, and such other factors or care or treatment to assure the uniformity, availability, and good condition of such materials or facilities: *Provided*, That no contributions shall be made for the procurement of land: *Provided further*, That retroactive financial contributions which were otherwise approvable, approved and made to the States prior to June 30, 1960, to carry out the purposes of this subsection are hereby ratified and affirmed.^{10a} *Provided further*, That after June 30, 1964, no contribution shall be made for the purchase of personal equipment for State or local civil defense workers:¹¹ *Provided further*, That the amounts authorized to be contributed by the Administrator* to each State for organizational equipment shall be equally matched by such State from any source it determines is consistent with its laws: *Provided further*, That financial contributions to the States for shelters and other protective facilities shall be determined by taking the amount of funds appropriated or available to the Administrator* for such facilities in each fiscal year and apportioning same among the States in the ratio which the urban population of the critical target areas (as determined by the Administrator* after consultation with the Secretary of Defense) in each State, at the time of the determination, bears to the total urban population of the critical target areas of all of the States: *Provided further*, That the amounts authorized to be contributed by the Administrator* to each State for such shelters and protective

64 Stat. 1249-1251.

64 Stat. 1250.

72 Stat. 532.

75 Stat. 820.

72 Stat. 532.

⁹ Amendment by Public Law 412 (66 Stat. 158), gave the Administrator authority to lease real property but not to acquire fee title under this subsection (h). Prior to enactment of the amendment, the Administrator could acquire any interest in land, including fee title, but after June 30, 1952, specific authorization would have been required. Furthermore, under the provisions of the Act of August 10, 1956, c. 1041, section 43, 84th Congress, approved August 10, 1956 (70A Stat. 636), as amended by Public Law 86-500, 74 Stat. 187, certain real estate transactions may not be entered into until after the expiration of thirty days from the date of making a factual report on the transactions to the Committees on Armed Services of the Senate and the House of Representatives.

¹⁰ Fourth proviso of subsection (h) added by Public Law 85-606, approved August 8, 1958 (72 Stat. 532), which provided also that the authority would end on June 30, 1964. Public Law 88-335 (78 Stat. 231) extended this date to June 30, 1968.

^{10a} Public Law 87-390 (75 Stat. 820), approved October 4, 1961, amended subsection 201(i) by adding this proviso after the first proviso in the subsection.

¹¹ Section 3(c)(1) of Public Law 85-606 (72 Stat. 532), amended subsection (i) by striking out the first proviso of said subsection (which prohibited contributions for personnel and administrative expenses, personal equipment, and land) and substituting two new provisos therefor: (1) that no contribution should be made after June 30, 1964, for the purchase of personal equipment for State or local civil defense workers; and (2) that no contribution shall be made for the procurement of land.

facilities shall be equally matched by such State from any source it determines is consistent with its laws and, if not matched within a reasonable time, the Administrator* may reallocate same to other States on the formula outlined above: *Provided further*, That the value of any land contributed by any State or political subdivision thereof shall be excluded from the computation of the State share: *Provided further*, That the amounts paid to any State under this subsection shall be expended solely in carrying out the purposes set forth herein and in accordance with State civil defense programs or projects approved by the Administrator: * *Provided further*, That the Administrator* shall make no contribution toward the cost of any program or project for the procurement, construction, or leasing of any facility which (1) is intended for use, in whole or in part, for any purpose other than civil defense and (2) is of such kind that upon completion it will, in his judgment, be capable of producing sufficient revenue to provide reasonable assurance of the retirement or repayment of such cost, except that (subject to the foregoing provisos of this subsection) he may make contribution to any State toward that portion of the cost of the construction, reconstruction, or enlargement of any facility which he shall determine to be directly attributable to the incorporation in such facility of any feature of construction or design not necessary for the principal intended purpose thereof but which is, in his judgment, necessary for the use of such facility for civil defense purposes: ¹² *Provided*, That the Administrator* shall report not less often than quarterly to the Congress all contributions made pursuant to this subsection: ¹³ *Provided further*, That all laborers and mechanics employed by contractors or subcontractors in the performance of construction work financed with the assistance of any contribution of Federal funds made by the Administrator* under the provisions of this section shall be paid wages at rates not less than those prevailing on similar construction in the locality as determined by the Secretary of Labor in accordance with the Davis-Bacon Act, as amended (40 U.S.C. 276a-276a-5), and every such employee shall receive compensation at a rate not less than one and one-half times his basic rate of pay for all hours worked in any workweek in excess of eight hours in any workday or forty hours in the workweek, as the case may be. The Administrator* shall make no contribution of Federal funds without first obtaining adequate assurance that these labor standards will be maintained upon the construction work. The Secretary of Labor shall have, with respect to the labor standards specified in this proviso, the authority and functions set forth in Reorganization Plan Numbered 14 of 1950 (15 F.R. 3176, 64 Stat. 1267, 5 U.S.C. 133z-15), and section 2 of the Act of June 13, 1934, as amended (48 Stat. 948, as amended; 40 U.S.C. 276(e)).¹⁴

¹² Colon added by Public Law 268, 82nd Congress (66 Stat. 13).

¹³ Public Law 268, 82nd Congress, approved March 5, 1952 (66 Stat. 13), amended subsection (i) by adding a proviso which removed certain limitations on matching funds by the Administrator for use in Alaska. This new proviso (relating to Alaska contributions) was struck out by section 3(c)(2) of Public Law 85-606 (72 Stat. 532), which also struck out all the remainder of subsection (i) with the exception of the proviso relating to quarterly reports to the Congress on contributions made by the Administrator. The remainder related to withholding and is substantially the same as section 401(h) of this Act. See note 19, *infra*.

¹⁴ The last proviso of subsection (i) relating to laborers and mechanics, prevailing wage rates, etc., was added to the subsection by section 3(c)(3) of Public Law 85-606, approved August 8, 1958 (72 Stat. 533).

(j) arrange for the sale or disposal of materials and facilities found by the Administrator* to be unnecessary or unsuitable for civil defense purposes in the same manner as provided for excess property in the Federal Property and Administrative Services Act of 1949, as amended, and any funds received as proceeds from the sale or other disposition of such materials and facilities shall be covered into the Treasury as miscellaneous receipts.

64 Stat. 1251.

Relation of Defense Production Act of 1950 to Civil Defense

Sec. 202.—The terms “national defense” or “defense” as used in title II of the Defense Production Act of 1950 shall be construed to include “civil defense” as defined in this Act.

50 USC App. 2282.
64 Stat. 1251.

Mutual Aid Pacts Between Several States and Neighboring Countries

Sec. 203.—The Administrator* shall give all practicable assistance to States in arranging, through the Department of State, mutual civil defense aid between the States and neighboring countries.

50 USC App. 2283.
64 Stat. 1251.

Identity Insignia

Sec. 204.—The Administrator* may prescribe insignia, arm bands, and other distinctive articles (including designs previously covered under Letters Patent which were assigned to the United States and held by the Office of Civilian Defense created by Executive Order Numbered 8757 issued May 20, 1941) which may be manufactured for or possessed or worn by persons engaged in civil defense activities pursuant to rules and regulations for the manufacture, possession, or wearing thereof established by the Administrator.* The manufacture, possession, or wearing of any such insignia, arm band, or other distinctive article otherwise than in accordance with such rules and regulations shall be unlawful and shall subject such person to a fine of not more than \$1,000 or imprisonment of not more than one year, or both.

50 USC App. 2284.
64 Stat. 1251.

Contributions for Personnel and Administrative Expenses

Sec. 205.²⁵—To further assist in carrying out the purposes of this Act, the Administrator* is authorized to make financial contributions to the States (including interstate civil defense authorities established pursuant to section 201(g) of this Act) for necessary and essential State and local civil defense personnel and administrative expenses, on the basis of approved plans (which shall be consistent with the national plan for civil defense approved by the Administrator*) for the civil defense of the States: *Provided*, That the financial contributions to the States for the purposes of this section shall not exceed one-half of the total cost of such necessary and essential State and local civil defense personnel and administrative expenses.

50 USC App. 2286.
72 Stat. 533, 534.

(a) Plans submitted under this section shall

- (1) provide, pursuant to State law, that the plan shall be in effect in all political subdivisions of the State and be mandatory on them, and be administered or supervised by a single State agency;

72 Stat. 533.

²⁵ Section 205 in its entirety was added to Title II of the Federal Civil Defense Act of 1950 by section 4 of Public Law 85-606, approved August 8, 1958 (72 Stat. 533-534). The amendment, as enacted, carried no descriptive title. A title has been inserted in this edition of the text.

- (2) provide that the State shall share the financial assistance with that provided by the Federal Government under this section from any source determined by it to be consistent with State law;
- (3) provide for the development of State and local civil defense operational plans, pursuant to standards approved by the Administrator*;
- (4) provide for the employment of a full-time civil defense director, or deputy director, by the State, and for such other methods of administration, including methods relating to the establishment and maintenance of personnel standards on the merit basis (except that the Administrator* shall exercise no authority with respect to the selection, tenure of office, and compensation of any individual employed in accordance with such methods) as the Administrator* shall find to be necessary and proper for the operation of the plan;
- (5) provide that the State shall make such reports in such form and content as the Administrator* may require;
- (6) make available to duly authorized representatives of the Administrator* and the Comptroller General, books, records, and papers necessary to conduct audits for the purposes of this section.

72 Stat. 534.

72 Stat. 534.

72 Stat. 534.

(b) The Administrator* shall establish such other terms and conditions as he may deem necessary and proper.

(c) In carrying out the provisions of this section, the provisions of section 201(g) and 401(h) of this Act shall apply.

(d) For each fiscal year concerned, the Administrator* shall allocate to each State, in accordance with his regulations and the total sum appropriated hereunder, amounts to be made available to the States for the purposes of this section. Regulations governing allocations to the States shall give due regard to (1) the criticality of the target and support areas with respect to the development of the total civil defense readiness of the Nation, (2) the relative state of development of civil defense readiness of the State, (3) population, and (4) such other factors as the Administrator* shall prescribe: *Provided*, That the Administrator* may reallocate the excess of any allocation not utilized by a State in an approvable plan submitted hereunder: *Provided further*, That amounts paid to any State or political subdivision under this section shall be expended solely for the purposes set forth herein;

72 Stat. 534.

(e) In the event a State fails to submit an approvable plan as required by this section within sixty days after the Administrator* notifies the States of the allocations hereunder, the Administrator* may reallocate such funds, or portions thereof, among the other States in such amounts as, in his judgment will best assure the adequate development of the civil defense capability of the Nation.

72 Stat. 534.

(f) The Administrator* shall report annually to the Congress all contributions made pursuant to this section.

72 Stat. 534.

(g) As used in this Act, the term "State" shall include interstate civil defense authorities established under section 201(g).

72 Stat. 534.

78 Stat. 231.

(h) The provisions of this section terminate on June 30, 1968.^{15a}

^{15a} Subsection (h) originally provided that the provisions of the sections terminate on June 30, 1964. Public Law 88-335 (78 Stat. 231) extended this date to June 30, 1968.

TITLE III—EMERGENCY AUTHORITY

National Emergency for Civil Defense Purposes

Sec. 301.—The provisions of this title shall be operative only during the existence of a state of civil defense emergency (referred to hereinafter in this title as "emergency"). The existence of such emergency may be proclaimed by the President or by concurrent resolution of the Congress if the President in such proclamation, or the Congress in such resolution, finds that an attack upon the United States has occurred or is anticipated and that the national safety therefor requires an invocation of the provisions of this title. Such emergency also shall exist with respect to any designated geographic area or areas of the United States when the President determines that any such attack has been made upon or is anticipated within such area or areas, and directs the Administrator* to proceed pursuant to the provisions of this title with respect to such area or areas. Any such emergency shall terminate upon the proclamation of the termination thereof by the President, or the passage by the Congress of a concurrent resolution terminating such emergency.

50 USC App. 2291.
64 Stat. 1251, 1252.

64 Stat. 1252.

Utilization of Federal Departments and Agencies

Sec. 302.—During the period of such emergency, under such terms and conditions as to donation, compensation, or return as may be prescribed, and solely for civil defense purposes, the President may direct, after taking into consideration the military requirements of the Department of Defense, any Federal department or agency to provide, and such departments and agencies are hereby authorized to provide—

50 USC App. 2292.
64 Stat. 1252.

(a) their personnel, materials, and facilities to the Administrator* for the aid of the States;

64 Stat. 1252.

(b) emergency shelter by construction or otherwise; and

64 Stat. 1252.

(c) on public or private lands, protective and other work essential for the preservation of life and property, for clearing debris and wreckage, and for making emergency repairs to, and temporary replacement of, communications, hospitals, utilities, transportation facilities, or public facilities of States or their political subdivisions damaged or destroyed by attack.

64 Stat. 1252.

Emergency Powers

Sec. 303.—During the period of such emergency, the Administrator* is authorized to—

50 USC App. 2293.
64 Stat. 1252.

(a) exercise the authority contained in section 201(h) without regard to the limitation of any existing law, including the provisions of the Act of June 30, 1932, as amended (40 U.S.C. 278a), and section 3709 of the Revised Statutes, as amended (41 U.S.C. 5), and section 3734 of the Revised Statutes, as amended (40 U.S.C. 259 and 267), and the Federal Property and Administrative Services Act of 1949, as amended;

64 Stat. 1252.

(b) sell, lease, lend, transfer, or deliver materials or perform services for civil defense purposes on such terms and conditions as the Administrator* shall prescribe and without regard to the limitations of existing law: *Provided*, That any funds received from the sale or other disposition of materials or for services shall be deposited to the credit of appropriations currently available and made

64 Stat. 1252.

pursuant to this Act and shall be available for expenditure for the purposes of such appropriations;

64 Stat. 1252.

(c) coordinate and direct, for civil defense purposes, the relief activities of the various departments and agencies of the United States as provided in section 302 hereof;

64 Stat. 1252.

(d) reimburse any State, including any political subdivisions thereof, for the compensation paid to and the transportation, subsistence, and maintenance expenses of any employees while engaged in rendering civil defense aid outside the State and to pay fair and reasonable compensation for the materials of the State government or any political subdivision utilized or consumed outside of the State, including any transportation costs, in accordance with rules and regulations prescribed by the Administrator*. As used in this subsection, the term "employees" shall include full- or part-time paid, volunteer, auxiliary, and civil defense workers subject to the order or control of a State government or any political subdivision thereof, and such employees shall not be deemed by reason of such reimbursement to be employees or appointees of the United States;

64 Stat. 1253.

(e) provide financial assistance for the temporary relief or aid of any civilian injured or in want as the result of any attack; and

64 Stat. 1253.

(f) employ temporarily additional personnel without regard to the civil-service laws and to incur such obligations on behalf of the United States as may be required to meet the civil defense requirements of an attack or of an anticipated attack.

64 Stat. 1253.

During the period of any such emergency, the Administrator* shall transmit quarterly to the Congress a detailed report concerning all action taken pursuant to this section.

Immunity From Suit

50 USC App. 2294.
64 Stat. 1253.

Sec. 304.—The Federal Government shall not be liable for any damage to property or for any death or personal injury occurring directly or indirectly as a result of the exercise or performance of, or failure to exercise or perform, any function or duty, by any Federal agency or employee of the Government, in carrying out the provisions of this title during the period of such emergency. Nothing contained in this section shall affect the right of any person to receive any benefit or compensation to which he might otherwise be entitled under the Federal Employees' Compensation Act, as amended (5 U.S.C. 751), or any other Act of Congress providing for any pension or retirement.

Waiver of Administrative Procedure Act

50 USC App. 2295.
64 Stat. 1253.

Sec. 305.—During the period of such emergency, the functions and duties exercised under this Act shall be excluded from the operation of the Administrative Procedure Act (60 Stat. 237), except as to the requirements of section 3 thereof.

Compensation for Nongovernmental Property Acquired

50 USC App. 2296.
64 Stat. 1253.

Sec. 306.—(a) Except in the case of property acquired pursuant to section 201 (h) of this Act in conformity with the provisions of the Federal Property and Administrative Services Act of 1949, as amended, or through judicial proceedings for condemnation, the Administrator* shall promptly determine the amount of the compensation to be paid for any property (other

than that of the Federal Government or any department or agency thereof) or the use thereof acquired pursuant to this Act, but each such determination shall be made as of the time it is acquired in accordance with the provisions for just compensation in the fifth amendment to the Constitution of the United States. If the person entitled to receive the amount so determined by the Administrator* as just compensation is unwilling to accept the same as full and complete compensation for such property or the use thereof, he shall be paid promptly 75 per centum of such amount and shall be entitled to recover from the United States, in an action brought in the Court of Claims, or, without regard to whether the amount involved exceeds \$10,000, in any district court of the United States, within three years after the date of the Administrator's* award, such additional amount, if any, which, when added to the amount so paid to him, shall be just compensation.

(b) Whenever the Administrator* determines that any real property acquired by him is no longer needed for the purposes of this Act, he shall, if the original owner desires the return of the property and pays to the Administrator* the fair value thereof, return such property to such owner. In the event the Administrator* and the original owner do not agree as to the fair value of such property, the fair value shall be determined by three appraisers, one of whom shall be chosen by the Administrator,* one by the original owner, and the third by the first two appraisers; the expenses of such determination shall be paid in equal shares by the Government and the original owner.

64 Stat. 1253.

64 Stat. 1254.

(c) Whenever the need for the purposes of this Act of any personal property acquired under this Act shall terminate, the Administrator* may dispose of such property on such terms and conditions as he shall deem appropriate, but to the extent feasible and practicable he shall give to the former owner of any property so disposed of an opportunity to reacquire it (1) at its then fair value as determined by the Administrator,* or (2) if it is to be disposed of (otherwise than at a public sale of which he shall give reasonable notice) at less than such value, at the highest price any other person is willing to pay therefor: *Provided*, That this opportunity to reacquire need not be given in the case of fungibles or items having a fair value of less than \$1,000.

64 Stat. 1254.

Termination

Sec. 307.—The provisions of this title shall terminate on June 30, 1966,¹⁶ or on such earlier date as may be prescribed by concurrent resolution of the Congress.

50 USC App. 2297.
64 Stat. 1254; 68
Stat 170; 72 Stat.
356; 76 Stat 111.

TITLE IV—GENERAL PROVISIONS

Administrative Authority

Sec. 401.—For the purpose of carrying out his powers and duties under this Act, the Administrator* is authorized to—

(a) employ civilian personnel for duty in the United States, including the District of Columbia, or elsewhere, subject to the civil-service laws, and to fix

50 USC App. 2253.
64 Stat. 1254; 69
Stat. 180.
64 Stat. 1254.

¹⁶ Public Law 333, 83d Congress, approved June 3, 1954 (68 Stat. 170), amended section 307 by extending the termination date from June 30, 1954 to June 30, 1958. Public Law 85-514, approved July 11, 1958 (72 Stat. 356), further amended the section by extending the termination date from June 30, 1958 to June 30, 1962. Public Law 87-501, approved June 27, 1962 (76 Stat. 111), again extended the termination date of Title III to June 30, 1966.

69 Stat. 180.
64 Stat. 1254.

the compensation of such personnel in accordance with the Classification Act of 1949, as amended;¹⁷

(b) employ not more than one hundred such part-time or temporary advisory personnel (including not to exceed twenty-five subjects of the United Kingdom and the Dominion of Canada) as are deemed necessary in carrying out the provisions of this Act. Persons holding other offices or positions under the United States for which they receive compensation, while serving as members of such committees, shall receive no additional compensation for such service. Other members of such committees and other part-time or temporary advisory personnel so employed may serve without compensation or may receive compensation at a rate not to exceed \$50 for each day of service, as determined by the Administrator*;

64 Stat. 1254.

(c) utilize the services of Federal agencies and, with the consent of any State or local government, accept and utilize the services of State and local civil agencies; establish and utilize such regional and other offices as may be necessary; utilize such voluntary and uncompensated services by individuals or organizations as may from time to time be needed; and authorize the States to establish and organize such individuals and organizations into units to be known collectively as the United States Civil Defense Corps: *Provided*, That the members of such corps shall not be deemed by reason of such membership to be appointees or employees of the United States;

64 Stat. 1255.

64 Stat. 1255.

(d) notwithstanding any other provisions of law, accept gifts of supplies, equipment, and facilities; and utilize or distribute same for civil defense purposes in accordance with the provisions of this Act;

64 Stat. 1255.

(e) reimburse any Federal agency for any of its expenditures or for compensation of its personnel and utilization or consumption of its materials and facilities under this Act to the extent funds are available;

64 Stat. 1255.

(f) purchase such printing, binding, and blank-book work from public, commercial, or private printing establishments or binderies as he may deem necessary upon orders placed by the Public Printer or upon waivers issued in accordance with section 12 of the Printing Act approved January 12, 1895, as amended;¹⁸

64 Stat. 1255.

(g) prescribe such rules and regulations as may be necessary and proper to carry out any of the provisions of this Act, and, without being relieved of his responsibility therefor, perform any of the powers and duties vested in him through or with the aid of such officials of the Administration* as he may designate; and¹⁹

¹⁷ Subsection (a) of section 401 was amended by Public Law 94, 84th Congress, approved June 28, 1955 (69 Stat. 180), which repealed provisions authorizing the Administrator to place twenty-two positions in grades 16, 17, and 18 of the General Schedule established by the Classification Act of 1949. It was further amended by subsection 402(a) (30) of Public Law 88-448, approved August 19, 1964 (78 Stat. 494-495), which repealed a provision with respect to the employment of retired military personnel.

¹⁸ Explanatory Note: Section 5 of Public Law 85-606, approved August 8, 1958 (72 Stat. 534), added a new subsection (h) to section 401. As enacted, the law made no provision for the striking of the word "and" at the end of subsection (f) of said section 401, nor did it make any provision for striking the period at the end of subsection (g) of said section and inserting in lieu thereof a semicolon and the word "and". The text as printed herein corrects this apparent oversight in bill drafting.

(h) when, after reasonable notice and opportunity for hearing to the State, or other person, he finds that there is a failure to expend funds in accordance with the regulations, terms, and conditions established under this Act for approved civil defense plans, programs, or projects, notify such State or person that further payments will not be made to the State or person from appropriations under this Act (or from funds otherwise available for the purposes of this Act for any approved plan, program, or project with respect to which there is such failure to comply) until the Administrator* is satisfied that there will no longer be any such failure. Until he is so satisfied, the Administrator* shall either withhold the payment of any financial contribution to such State or person, or limit payments to those programs or projects with respect to which there is substantial compliance with the regulations, terms, and conditions governing plans, programs, or projects hereunder: *Provided*, That person as used in this subsection, means the political subdivision of any State or combination or group thereof; or any interstate civil defense authority established pursuant to subsection 201(g); or any person, corporation, association, or other entity of any nature whatsoever, including but not limited to, instrumentalities of States and political subdivisions.¹⁹

72 Stat. 534.

Exemption From Certain Prohibitions

Sec. 402.—The authority granted in subsections 401 (b) and (c) shall be exercised in accordance with regulations of the President who may also provide by regulation for the exemption of persons employed or whose services are utilized under the authority of said subsections from the operation of sections 281, 283, 284, 434, and 1914 of title 18 of the United States Code and section 190 of the Revised Statutes (5 U.S.C. 99).

50 USC App. 2254.

Security Regulations

Sec. 403.—(a) The Administrator* shall establish such security requirements and safeguards, including restrictions with respect to access to information and property as he deems necessary. No employee of the Administration* shall be permitted to have access to information or property with respect to which access restrictions have been established under this section, until it shall have been determined that no information is contained in the files of the Federal Bureau of Investigation or any other investigative agency of the Government indicating that such employee is of questionable loyalty or reliability for security purposes, or if any such information is so disclosed, until the Federal Bureau of Investigation shall have conducted a full field investigation concerning such person and a report thereon shall have been evaluated in writing by the Administrator*. No such employee shall occupy any position determined by the Administrator* to be of critical importance from the standpoint of national security until a full field investigation concerning such employee shall have been conducted by the Civil Service Commission and a report thereon shall have been evaluated in writing by the Administra-

50 USC App. 2255.
64 Stat 1255.

¹⁹ Subsection (h) in its entirety was added to section 401 by section 5 of Public Law 85-606, approved August 8, 1958 (72 Stat. 534).

tor*. In the event such full field investigation by the Civil Service Commission develops any data reflecting that such applicant for a position of critical importance is of questionable loyalty or reliability for security purposes, or if the Administrator* for any other reason shall deem it to be advisable, such investigation shall be discontinued and a report thereon shall be referred to the Administrator* for his evaluation in writing. Thereafter the Administrator* may refer the matter to the Federal Bureau of Investigation for the conduct of a full field investigation by such Bureau. The result of such later investigation by such Bureau shall be furnished to the Administrator* for his action.

64 Stat. 1256;
66 Stat. 13.

(b) Each Federal employee of the Administration*, except the subjects of the United Kingdom and the Dominion of Canada specified in section 401(b) of this Act, shall execute the loyalty oath or appointment affidavits prescribed by the Civil Service Commission. Each person other than a Federal employee who is appointed to serve in a State or local organization for civil defense shall, before entering upon his duties, take an oath in writing before a person authorized to administer oaths, which oath shall be substantially as follows:

"I, _____, do solemnly swear (or affirm) that I will support and defend the Constitution of the United States against all enemies, foreign and domestic; that I will bear true faith and allegiance to the same; that I take this obligation freely, without any mental reservation or purpose of evasion; and that I will well and faithfully discharge the duties upon which I am about to enter.

"And I do further swear (or affirm) that I do not advocate, nor am I a member or an affiliate of any organization, group, or combination of persons that advocates the overthrow of the Government of the United States by force or violence; and that during such time as I am a member of the (name of civil defense organization), I will not advocate nor become a member or an affiliate of any organization, group, or combination of persons that advocates the overthrow of the Government of the United States by force or violence."

66 Stat 13.

After appointment and qualification for office, the director of civil defense of any State, and any subordinate civil defense officer within such State designated by the director in writing, shall be qualified to administer any such oath within such State under such regulations as the director shall prescribe.²⁰ Any person who shall be found guilty of having falsely taken such oath shall be punished as provided in 18 U.S.C. 1621.

Transfers to Administration*

Sec. 404.—The functions, property, and personnel of the Federal Civil Defense Administration established by Executive Order Number 10186, issued December 1, 1950, are hereby transferred to the Administration* established by this Act, and the President may transfer to the Administration* such functions, property, and personnel of the National Security Resources Board con-

²⁰ Subsection (b) of section 403 was amended by Public Law 268, 82d Congress, approved March 5, 1952 (66 Stat. 13), to make it possible for state civil defense directors, or any subordinate state civil defense officer, to administer the required loyalty oath.

cerned with civil defense activities as he deems necessary to carry out the purposes of this Act.²¹

Utilization of Existing Facilities

Sec. 405.—In performing his duties, the Administrator* shall (1) cooperate with the various departments and agencies of the Government; (2) utilize to the maximum extent the existing facilities and resources of the Federal Government, and, with their consent, the facilities and resources of the States and local political subdivisions thereof, and of other organizations and agencies; and (3) refrain from engaging in any form of activity which would duplicate or parallel activity of any other Federal department or agency unless the Administrator*, with the written approval of the President, shall determine that such duplication is necessary to accomplish the purposes of this Act.

50 USC App. 2257.
64 Stat. 1256.

Annual Report to Congress

Sec. 406.—The Administrator* shall annually submit a written report to the President and the Congress covering expenditures, contributions, work, and accomplishments of the Administration*, pursuant to this Act, accompanied by such recommendations as he shall deem appropriate.

50 USC App. 2258.
64 Stat. 1256.

Applicability of Act

Sec. 407.—The provisions of this Act shall be applicable to the United States, its States, Territories and possessions, and the District of Columbia, and their political subdivisions.

50 USC App. 2259.
64 Stat. 1256.

Appropriations and Transfers of Funds

Sec. 408.—There are hereby authorized to be appropriated such amounts as may be necessary to carry out the provisions of this Act. Funds made available for the purposes of this Act may be allocated or transferred for any of the purposes of this Act, with the approval of the Bureau of the Budget, to any agency or Government corporation designated to assist in carrying out this Act: *Provided*, That each such allocation or transfer shall be reported in full detail to the Congress within thirty days after such allocation or transfer: *Provided further*, That appropriations for the payment of travel and per diem expenses for students under section 201(e) shall not exceed \$300,000 per

50 USC App. 2260.
64 Stat. 1257; 72
Stat. 534, 535.

72 Stat. 534.

²¹ Upon the taking effect of the provisions of Reorganization Plan No. 1 of 1958 (72 Stat. 1799-1801; 23 F.R. 4991; 3 CFR, 1954-1958 Comp., p. 447) on July 1, 1958, the records, property, personnel and unexpended balances (available, or to become available, of appropriations, allocations, and other funds) of the Federal Civil Defense Administration became the records, property, personnel, and unexpended balances of the newly created Office of Defense and Civilian Mobilization. The name of the new agency was later changed to the Office of Civil and Defense Mobilization by Public Law 85-763, approved August 26, 1958 (72 Stat. 861). Section 4 of Executive Order 10952, of July 20, 1961 (26 F.R. 6577, 3 CFR, 1961 Supp., p. 117) transferred, subject to applicable law, to the Secretary of Defense such portion of the property, facilities, and personnel of the Office of Civil and Defense Mobilization engaged in the performance of civil defense responsibilities assigned to the Secretary of Defense as agreed upon by the Secretary and the Director, OCDM, and such portion of funds then available for those purposes as approved by the Director of the Bureau of the Budget.

annum; appropriations for expenditures under the fourth proviso of section 201(h) (donation of radiological instruments, et cetera) shall not exceed \$35,000,000 per annum; appropriations for contribution to the States for personal equipment for State and local workers, under section 201(i) shall not exceed \$2,000,000 per annum; appropriations for contributions to the States for personnel and administrative expenses under section 205 shall not exceed \$25,000,000 per annum.²²

Reconstruction Finance Corporation

50 USC App. 2261.
64 Stat. 1257.

Sec. 409.—To aid in carrying out the purposes of this Act, the Administrator* is authorized to certify to the Reconstruction Finance Corporation as to the necessity under its Civil Defense Program of purchasing securities or making a loan or loans (including participations therein and guarantees thereof) for the purpose of aiding in financing projects for civil defense purposes, and the Reconstruction Finance Corporation upon such certification by the Administrator* is hereby authorized to purchase such securities or to make such loan or loans (including participations therein and guarantees thereof) with maturities not to exceed fifty years and on such terms and conditions as the Corporation may determine except that any such purchases of securities or loans may be made only to the extent that financing is not otherwise available on reasonable terms. The total amount of loans, purchases, participations, and guarantees, made pursuant to this section shall not exceed \$250,000,000 outstanding at any one time. The total amount of investments, loans, purchases, and commitments authorized by law to be made by the Reconstruction Finance Corporation is hereby increased by such sum.²³

Atomic Energy Act of 1946

50 U.S.C. App. 2262.
64 Stat. 1257.

Sec. 410.—Nothing in this Act shall be construed to amend or modify the provisions of the Atomic Energy Act of 1946, as amended.

Federal Bureau of Investigation

50 USC App. 2263.
64 Stat. 1257.

Sec. 411.—Nothing in this Act shall be construed to authorize investigations of espionage, sabotage, or subversive acts by any persons other than personnel of the Federal Bureau of Investigation.

²² The second proviso of section 408, relating to appropriations for the payment of travel and per diem for students, for donations of radiological instruments, etc., for contributions to States for personal equipment for State and local workers, and for contributions to States for personnel and administrative expenses under section 205 of the Federal Civil Defense Act of 1950, as amended, was added by section 6 of Public Law 85-606, approved August 8, 1958 (72 Stat. 534-535).

²³ All the functions, powers, duties, and authority of the Reconstruction Finance Corporation under section 409 of the Federal Civil Defense Act of 1950, together with those assets, funds, contracts, loans, liabilities, commitments, authorizations, allocations, personnel, and records of the Corporation which the Director of the Bureau of the Budget should determine to be primarily related to, and necessary for, the exercise of such functions, powers, duties, and authority, were transferred to the Secretary of the Treasury by Public Law 163, 83d Congress, approved July 30, 1953 (67 Stat. 231). Transfer became effective on the 60th day after the enactment of the law.

Separability

Sec. 412.—If any provision of this Act or the application of such provision to any person or circumstances shall be held invalid, the remainder of the Act, and the application of such provisions to persons or circumstances other than those as to which it is held invalid, shall not be affected thereby.

50 USC App. 2251, n.
64 Stat. 1257.

Applicability of Reorganization Plan Numbered 1

Sec. 413.—The applicability of Reorganization Plan Numbered 1 of 1958 (23 F.R. 4991) shall extend to any amendment of this Act except as otherwise expressly provided in such amendment.²⁴

50 USC App. 2251, n.
72 Stat. 535.

²⁴ Section 413 and its explanatory heading were added to Title IV of the Federal Civil Defense Act of 1950 by section 7 of Public Law 85-606, approved August 8, 1958 (72 Stat. 735).

EXECUTIVE ORDER 10952, AS AMENDED

Assigning Civil Defense Responsibilities to the Secretary of Defense and Others

WHEREAS the possibility of enemy attack upon the United States must be taken into account in developing our continental defense program; and

WHEREAS following a thorough review and consideration of our military and nonmilitary defense activities, I have concluded that adequate protection of the civilian population requires a substantial strengthening of the Nation's civil defense capability; and

WHEREAS the rapid acceleration of civil defense activities can be accomplished most effectively and efficiently through performance by the regular departments and agencies of government of those civil defense functions related to their established roles and capabilities; and

WHEREAS I have concluded that the undertaking of greatly accelerated civil defense activities, including the initiation of a substantial shelter program, requires new organizational arrangements:

NOW, THEREFORE, by virtue of the authority vested in me as President of the United States and Commander-in-Chief of the Armed Forces of the United States, including the authority contained in the Federal Civil Defense Act of 1950, as amended, and other authorities of law vested in me pursuant to Reorganization Plan No. 1 of 1958, it is hereby ordered as follows:

Section 1—Delegation of Authority to the Secretary of Defense

(a) Except as hereinafter otherwise provided and as reserved to the Office of Emergency Planning* in Section 2 of this order, the Secretary of

Defense is delegated all functions (including as used in this order, powers, duties, and authority) contained in the Federal Civil Defense Act of 1950, as amended (hereinafter referred to as the Act), vested in me pursuant to Reorganization Plan No. 1 of 1958 (72 Stat. 1799), subject to the direction and control of the President. Such functions to be performed by the Secretary of Defense, working as necessary or appropriate through other agencies by contractual or other agreements, as well as with State and local leaders, shall include but not be limited to the development and execution of:

- (i) a fallout shelter program;
- (ii) a chemical, biological, and radiological warfare defense program;
- (iii) all steps necessary to warn or alert Federal military and civilian authorities, State officials, and the civilian population;
- (iv) all functions pertaining to communications, including a warning network, reporting on monitoring, instructions to shelters and communications between authorities;
- (v) emergency assistance to State and local governments in a postattack period, including water, debris, fire, health, traffic police, and evacuation capabilities;
- (vi) protection and emergency operational capability of State and local government agencies in keeping with plans for the continuity of government; and
- (vii) programs for making financial contributions to the States (including personnel and

* *Explanatory Note:* Section 601(14) of Executive Order 11051 of September 27, 1962 (27 F.R. 9683) amended Executive Order 10952 of July 20, 1961, by amending each reference to the Office of Civil and Defense Mobilization and to the Director of the Office of Civil and Defense Mobilization to refer to the Office of Emergency Planning and to the Director of the Office of Emergency Planning respectively. The asterisk is used throughout the text to indicate this change in names.

administrative expenses) for civil defense purposes.

(b) In addition to the foregoing, the Secretary shall:

(i) develop plans and operate systems to undertake a nationwide postattack assessment of the nature and extent of the damage resulting from enemy attack and the surviving resources, including systems to monitor and report specific hazards resulting from the detonation or use of special weapons; and

(ii) make necessary arrangements for the donation of Federal surplus property in accordance with section 203(j)(4) of the Federal Property and Administrative Services Act of 1949, as amended (40 U.S.C. 484(j)(4)), subject to applicable limitations.

Section 2—Civil Defense Responsibilities of the Office of Emergency Planning*

The Director of the Office of Emergency Planning* shall

(a) Advise and assist the President in:

(i) determining policy for, planning, directing and coordinating, including the obtaining of information from all departments and agencies, the total civil defense program;

(ii) reviewing and coordinating the civil defense activities of the Federal departments and agencies with each other and with the activities of the States and neighboring countries in accordance with section 201(b) of the Act;

(iii) determining the appropriate civil defense roles of Federal departments and agencies, and enlisting State, local, and private participation, mobilizing national support, evaluating progress of programs, and preparing reports to the Congress relating to civil defense matters;

(iv) helping and encouraging the States to negotiate and enter into interstate civil defense compacts and enact reciprocal civil defense legislation in accordance with section 201(g) of the Act; and

(v) providing all practical assistance to States in arranging, through the Department of State, mutual civil defense aid between the

States and neighboring countries in accordance with section 203 of the Act;

(b) Develop plans, conduct programs, and coordinate preparations for the continuity of Federal governmental operations in the event of attack; and

(c) Develop plans, conduct programs, and coordinate preparations for the continuity of State and local governments in the event of attack, which plans, programs and preparations shall be designed to assure the continued effective functioning of civilian political authority under any emergency condition.

Section 3—Excluded Functions

The following functions of the President under the provisions of the Act are excluded from delegations to the Secretary of Defense made by this order and are reserved to the President:

(a) Those under subsections (h) and (i) of section 201 of the Act (50 U.S.C. App. 2281(h), (i)) to the extent that they pertain to medical stockpiles and food stockpiles.

(b) Those under the following provision of the Act: Sections 102(a), 201(b), and 402 and Title III.

Section 4—Transfer of Property, Facilities, Personnel, and Funds

Subject to applicable law, there shall be hereby transferred to the Secretary of Defense such portion of the property, facilities, and personnel of the Office of Emergency Planning* engaged in the performance of the civil defense responsibilities herein assigned to the Secretary of Defense as shall be agreed upon by the Secretary and the Director of the Office of Emergency Planning* together with such portions of the funds currently available for those purposes as shall be approved by the Director of the Bureau of the Budget.

Section 5—Reports

The Secretary of Defense shall annually submit to the President a written report covering expenditures, contributions, activities, and accomplishments of the Secretary of Defense pursuant to this order.

Section 6—Redelegation

The Secretary of Defense is hereby authorized to redelegate within the Department of Defense the functions hereinabove delegated to him.

Section 7—Amendment

The Director of the Office of Emergency Planning* is hereby relieved of responsibilities under the Act except as otherwise provided herein, and the provisions of Executive Order No. 10773, as amended, are amended accordingly.

Section 8—Prior Actions

(a) Except to the extent that they may be inconsistent with the provisions of this order, and except as particular Executive orders or other orders are amended, modified, or superseded by the provisions of this order, all determinations, authorizations, regulations, rulings, certificates, orders (including emergency preparedness orders), directives, contracts, agreements, and other actions made, issued, or entered into with respect to any function affected by this order, and not revoked, superseded, or otherwise made inapplicable before the date of this order, shall continue in full force and effect until amended, modified, or ter-

minated by the President or other appropriate authority; but, to the extent necessary to conform to the provisions of this order, any of the foregoing shall be deemed to refer to the Secretary of Defense or other appropriate officer or agency instead of, or in addition to, the Office of Emergency Planning* or the Director thereof.

(b) This order shall not terminate any delegation or assignment of any substantive (program) function to any delegate agency made by any emergency preparedness order heretofore issued by the Director of the Office of Emergency Planning* (26 F.R. 651-662; 835-840) (which emergency preparedness order shall remain in effect until amended or revoked by or at the specific direction of the President). No such emergency preparedness order shall limit the delegation or assignment of any substantive (program) function to the Secretary of Defense made by the foregoing sections of this order.

Section 9—Effective Date

This order shall become effective on the first day of August, 1961.

JOHN F. KENNEDY

THE WHITE HOUSE,

July 20, 1961

OCD REGIONAL OFFICES AND AREAS SERVED

REGION I

Laurie J. Cormier, Regional Director
Oak Hill Road
Harvard, Massachusetts 01451

AREA

Connecticut
Maine
Massachusetts
New Hampshire
New Jersey
New York
Rhode Island
Vermont
Puerto Rico
Virgin Islands

REGION II

George D. Rich, Regional Director
Olney, Maryland 20832

Delaware
Kentucky
Maryland
Ohio
Pennsylvania
Virginia
West Virginia
District of Columbia

REGION III

Dial F. Sweeny, Regional Director
Thomasville, Georgia 31792

Alabama
Florida
Georgia
Mississippi
North Carolina
South Carolina
Tennessee
Canal Zone

REGION IV

Paul K. McDonald, Acting Regional Director
Federal Center
Battle Creek, Michigan 49016

Illinois
Indiana
Michigan
Minnesota
Wisconsin

REGION V

Bill C. Parker, Regional Director
Federal Center
Denton, Texas 76202

AREA

Arkansas
Louisiana
New Mexico
Oklahoma
Texas

REGION VI

David G. Harrison, Acting Regional
Director
Denver Federal Center, Building 50
Denver, Colorado 80225

Colorado
Iowa
Kansas
Missouri
Nebraska
North Dakota
South Dakota
Wyoming

REGION VII

Carl H. Aulick, Regional Director
Federal Center
Santa Rosa, California 95401

Arizona
California
Hawaii
Nevada
Utah
American Samoa
Guam

REGION VIII

Charles C. Ralls, Regional Director
Everett, Washington 98201

Alaska
Idaho
Montana
Oregon
Washington

STATE CIVIL DEFENSE DIRECTORS
January 1965

- * Denotes State in which Adjutant General serves as Civil Defense Director.
** Denotes State in which Civil Defense Director serves under Adjutant General.

ALABAMA

J. Frank Manderson
Director, Civil Defense
Department
304 Dexter Avenue
Montgomery, Alabama 36104

ALASKA

Donald Lowell
State Director
Alaska Disaster Office
1111 East Fifth Avenue
Anchorage, Alaska 99501

ARIZONA

Carl N. Smith
Colonel, USA (Ret)
Director of Civil Defense
State of Arizona
1623 W. Washington Street
Phoenix, Arizona 85007

ARKANSAS

Stewart K. Prosser
Director
The Executive Office of Civil
Defense & Disaster Relief
2215 College Avenue
Conway, Arkansas 72032

CALIFORNIA

John W. Gaffney
Director
California Disaster Office
P.O. Box 9577
Sacramento, California 95823

COLORADO*

Maj. General Joe C. Moffitt
The Adjutant General & State
Director of Civil Defense
Colorado Division National
Guard
1525 Sherman Street
Denver, Colorado 80203

CONNECTICUT

William L. Schatzman
State Civil Defense Director
Military Department
State Armory
360 Broad Street
Hartford, Connecticut 06115

DELAWARE

J. Arnold Sullivan
Director
State Department of Civil Defense
Delaware City, Delaware 19706

DISTRICT OF COLUMBIA

George R. Rodericks
Director of Civil Defense
District of Columbia
Government
4820 Howard Street, N.W.
Washington, D.C. 20016

FLORIDA

Colonel Hiram W. Tarkington
Director
Florida Civil Defense Agency
2585 Riverside Avenue
Jacksonville, Florida 32204

GEORGIA*

Major General George J. Hearn
The Adjutant General & State
Civil Defense Director
959 East Confederate Avenue
P.O. Box 4839
Atlanta, Georgia 30302

HAWAII*

Maj. General Robert L.
Stevenson
Director of Civil Defense
State of Hawaii
Building 24 - Fort Ruger
Honolulu, Hawaii 96816

IDAHO

Stewart S. Maxey
Brig. General, USAF (Ret)
Director, Disaster Relief &
Civil Defense
Box 1098
Boise, Idaho 83701

ILLINOIS

Col. Donovan M. Vance
Director
Illinois Civil Defense Agency
Museum of Science and Industry
57th St. & South Shore Drive
Chicago, Illinois 60637

INDIANA

Robert S. Bates
Director, Indiana Department of
Civil Defense
100 North Senate Avenue
Indianapolis, Indiana 46204

IOWA

Ray C. Stiles
Director
Iowa Civil Defense Administra-
tion
State Office Building
Room B-33
Des Moines, Iowa 50319

KANSAS*

Maj. General Joe Nickell
The Adjutant General & State
Civil Defense Director
First Floor
State Capitol Building
Topeka, Kansas 66612

KENTUCKY*

Maj. General Arthur Y. Lloyd
The Adjutant General & State
Director of Civil Defense
Commonwealth of Kentucky
The Capitol
Frankfort, Kentucky 40601

LOUISIANA **

Marshall T. Cappel
State Director of
Civil Defense
Bldg. 309-A, Area B,
Jackson Barracks
New Orleans, Louisiana 70140

MAINE

Leslie H. Stanley
Director
Civil Defense & Public Safety
State House
Augusta, Maine 04330

MARYLAND

Rinaldo Van Brunt
Maj. General - USA (Ret)
Director
Maryland Civil Defense
Agency
Pikesville, Maryland 21208

MASSACHUSETTS

Allan R. Zenowitz
Director
Massachusetts Civil
Defense Agency
400 Worcester Road
Framingham, Mass. 01406

MICHIGAN

Commissioner Joseph A. Childs
Director, State Civil Defense
Michigan State Police
714 S. Harrison Road
East Lansing, Michigan 48823

MINNESOTA

Roy V. Aune
Acting Director
Minnesota Department of
Civil Defense
Veterans Service Building
Capitol Approach
St. Paul, Minnesota 55101

MISSISSIPPI

Kenneth P. Phillips
Acting Director
Mississippi Civil Defense
Council
State Office Building
P. O. Box 1228
Jackson, Mississippi 39201

MISSOURI

Frank H. Skelly
Colonel USA (Ret)
Director
Missouri Civil Defense Agency
100 East Capitol Avenue
Jefferson City, Missouri 65101

MONTANA *

Maj. Gen. Richard C. Kendall
The Adjutant General &
Executive Head
Montana State Civil Defense
State Arsenal Building
P. O. Box 1157
Helena, Montana 59601

NEBRASKA *

Maj. Gen. Lyle A. Welch
The Adjutant General & Director
Nebraska Civil Defense Agency
National Guard Center
1300 Military Road
Lincoln, Nebraska 68508

NEVADA

Claude U. Shipley
Director
State of Nevada Civil
Defense Agency
State Capitol Building
Carson City, Nevada 89701

NEW HAMPSHIRE *

Maj. Gen. Francis B. McSwiney
The Adjutant General &
Director of Civil Defense
Military Reservation
Airport Road
Concord, New Hampshire 03301

NEW JERSEY **

Thomas S. Dignan
State Director, Civil Defense
& Disaster Control
Department of Defense -
Division of Civil Defense
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Trenton, New Jersey 08625

NEW MEXICO

Harry C. Naugle
Director
New Mexico Office of
Civil Defense
P. O. Box 4277
Santa Fe, New Mexico 87502

NEW YORK

Lt. Gen. Manuel J. Asensio
Director
New York State Civil
Defense Commission
Public Security Building
State Office Bldg. Campus
Albany, New York 12226

NORTH CAROLINA

Maj. Gen. Edward F. Griffin
Director
North Carolina Civil Defense
Agency
Jefferson & Dale Streets
P. O. Box 12347
Raleigh, North Carolina 27605

NORTH DAKOTA

Colonel Robert W. Carlson
State Civil Defense Director
State Capitol Building
Bismarck, North Dakota 58501

OHIO *

Maj. Gen. Erwin C. Hostetler
The Adjutant General & State
Director of Civil Defense
Building 101, Fort Hayes
Columbus, Ohio 43216

OKLAHOMA

Don F. Guier
State Director of Civil Defense
Emergency Operating Center
Will Rogers Building
State Capitol
Oklahoma City, Okla. 73105

OREGON

Robert W. Sandstrom
Director
Oregon State Civil Defense
Agency
Room 5, State Capitol
Salem, Oregon 97310

PENNSYLVANIA

Dr. Richard Cerstell
Director of Civil Defense
State Council of Civil
Defense
Main Capitol Building
Harrisburg, Pa. 17120

RHODE ISLAND

Maj. Gen. John M. McGreevy
State Director of Civil
Defense
State House
Providence, R. I. 02903

SOUTH CAROLINA

Fred C. Craft
Director
So. Carolina Civil Defense
1519 Gervais Street
Columbia, S. C. 29201

SOUTH DAKOTA *

Brig. Gen. Duane L. Corning
The Adjutant General & State
Director of Civil Defense
Camp Rapid
Rapid City, So. Dakota 57701

TENNESSEE **

Colonel Robert L. Fox
State Director, Civil Defense
Military Department of
Tennessee
National Guard Armory
Sidco Drive
Nashville, Tenn. 37204

TEXAS

Colonel Homer Garrison, Jr.
State Coordinator, Office of
Defense & Disaster Relief
Texas Department of Public
Safety
5805 North Lamar Blvd.
P. O. Box 4087
North Austin Station
Austin, Texas 78751

UTAH **

Brig. Gen. Charles C. Thorstensen
Director Civil Defense Corps
State of Utah
P. O. Box 2771
Fort Douglas, Utah 84113

VERMONT

Commissioner William H. Baumann
Director
Department of Public Safety
Vermont Civil Defense Division
Redstone
Montpelier, Vermont 05601

VIRGINIA

Douglas L. Moore, Jr.
State Coordinator
Office of Civil Defense
P. O. Box 9016
Forest Hill Station
Richmond, Virginia 23225

WASHINGTON

Brig. Gen. E. M. Llewellyn
Director, Department of
Civil Defense
P. O. Box 519
Olympia, Washington 98501

WEST VIRGINIA

William J. Mathews, Jr.
Director
Dept. of Civil & Defense
Mobilization
806 Greenbrier Street
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WISCONSIN

Owen Monfils
Director
Wisconsin Bureau of
Civil Defense
Hill Farms State Office
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Madison, Wisconsin 53702

WYOMING *

Brig. Gen. Roy E. Cooper
The Acting Adjutant General
& Acting Director
Wyoming State Civil
Defense Agency
P. O. Box 909
Cheyenne, Wyoming 82001

CANAL ZONE GOVERNMENT

James A. Brigman
Chief, Civil Defense
Canal Zone Government
Balboa Heights, Canal Zone

COMMONWEALTH OF PUERTO RICO *

Maj. Gen. Juan Cesar
Cordero Davila
The Adjutant General
& Director
Office of Civil Defense
P. O. Box 5125
Puerta de Tierra Station
San Juan, Puerto Rico 00906

GUAM

Leon D. Flores, Chief Commissioner
of Guam
(Director of Civil Defense, ex-officio)
P. O. Box 786
Agana, Guam 96910

VIRGIN ISLANDS

Honorable Otis L. Felix
Commissioner
Department of Public Safety
Office of Civil Defense
Charlotte Amalie
St. Thomas, Virgin Islands 00801

AMERICAN SAMOA

Fred U. Uhrle
Director of Civil Defense
Government of American Samoa
Box 848
Pago Pago, American Samoa

RECORD OF FEDERAL CIVIL DEFENSE APPROPRIATIONS

(In Millions)

The former Federal Civil Defense Administration

<u>Fiscal Year</u>	<u>Requested</u>	<u>Granted</u>
1951	\$403.0	\$31.8
1952	535.0	75.3
1953	600.0	43.0
1954	150.0	46.5
1955	85.7	48.0
1956	75.4	68.7
1957	123.2	93.6
1958	130.0	39.3
1959	74.1	43.0

The former Office of Civil and Defense Mobilization

<u>Fiscal Year</u>	<u>Requested</u>	<u>Granted</u>
1960	\$101.7	\$52.9
1961	77.3	61.1
1962	104.5	86.6

Office of Civil Defense, Department of Defense

<u>Fiscal Year</u>	<u>Total Requested</u>	<u>Amt. Needing Auth. Legis.</u>	<u>Granted*</u>
1962	\$207.6	(0)	\$207.6 (49.6)**
1963	695.0	(495.0)	113.0
1963-Sup.	61.9	(0)	15.0
1964	346.9	(195.0)	111.6
1965	358.0	(118.9)	105.2

* No funds granted for programs needing authorizing legislation due to lack of passage of such legislation.

** Transferred from OCDM appropriation to OCD/DOD.

BREAKDOWN OF OFFICE OF CIVIL DEFENSE BUDGET REQUEST

FISCAL YEAR 1966

<u>Program Element</u>	<u>Budget Request</u>
1. Shelter Survey	\$36.3
2. Shelter Development	3.0
3. Shelter in Federal Buildings	7.8
4. Shelter Provisions	52.6
5. Warning	1.3
6. Emergency Operations	13.3
7. Financial Assistance to States	30.5
8. Research and Development	15.0
9. Management	14.6
10. Public Information	4.0
11. Training and Education	15.5
	<hr/>
TOTAL	\$193.9

COURSES TAUGHT IN OCD SCHOOLS

1965-66

The following training courses, all of five days duration, are given at the Office of Civil Defense Eastern Training Center (Brooklyn, New York), Staff College (Battle Creek, Michigan), and the Western Training Center (Alameda, California).

CIVIL DEFENSE MANAGEMENT -- To train civil defense officials in planning, organizing, and managing a total civil defense program, with emphasis upon community fallout shelter and its relationship to the over-all program. The course covers the responsibilities of State and local officials in major civil defense programs, and describes OCD programs which support local preparedness activities.

ADVANCED CIVIL DEFENSE MANAGEMENT -- To further prepare professional personnel to solve problems encountered in improving civil defense capability. Instruction may cover emergency decisions, factors in programming efficient use of community resources, application of research findings to urgent civil defense problems, and studies on selected administrative and operations questions.

SHELTER MANAGEMENT INSTRUCTOR -- To qualify selected individuals as shelter management instructors. Emphasis is placed upon management of public fallout shelters, with instruction on organization and staff requirements. A shelter exercise, which includes living for a part of the week in a community fallout shelter, is an integral part of the course.

CIVIL DEFENSE PLANNING AND OPERATIONS I -- The course covers organizing and staffing for emergency operations; planning sequence and principles of planning; concepts and areas of operations; practical exercises in map reading, damage assessment, intelligence operations, radiological evaluation, and operational estimates; and community shelter development and planning.

CIVIL DEFENSE PLANNING AND OPERATIONS II -- To develop ability to write, evaluate, and improve emergency operations plans. Instruction and practical exercises are included in making and using the results of an "Estimate of the Situation," preparing a "Planning Directive" and alternative measures to insure a coordinated planning effort.

CIVIL DEFENSE PLANNING AND OPERATIONS III -- To provide experience in planning, organizing, conducting, participating in, and evaluating tests and exercises. The course is concerned with

evaluation of existing plans by use of feasibility tests and other limited exercises; plan revision based on test experience; instruction and practical work experience in the development of test and exercise material for local use; and experience in decision making and the direction of emergency operations, including those at emergency operating centers and intermediate levels of control.

RADIOLOGICAL MONITORING FOR INSTRUCTORS -- To qualify selected individuals as radiological monitor instructors, provide the technical background necessary for advanced training as radiological defense officers, and to provide a training source for other personnel whose assignments require extensive knowledge of radiological defense.

RADIOLOGICAL DEFENSE OFFICER -- To qualify radiological defense operations staff members in assembling, evaluating, coordinating and disseminating radiological intelligence to enable them to provide (1) technical guidance in radiological defense planning and operations; and, (2) on-the-job staff training. The course includes: instruction on the national radiological defense program, radiological countermeasures, technical guidance for radiological defense planning and operations, direction and coordination of monitoring operations, reporting and emergency operating center procedures, and radiological decontamination.

INDUSTRIAL CIVIL DEFENSE MANAGEMENT -- To refine the professional management capabilities of business-industry leaders for meeting industrial civil defense responsibilities. The course includes study of specific actions by industry in preparing for civil defense, engineering aspects of industry shelter problems, plans and organization for survival in industrial plants and facilities, plans for restoration of production and distribution following attack, warning, shelter management, industrial mutual aid for civil defense, continuity of management, and ways to inform employees in civil defense.

CIVIL DEFENSE ADULT EDUCATION SEMINAR -- To prepare professional educators to execute their responsibilities in program development, supervision, and training under the Civil Defense Adult Education (CDAE) Program.

CIVIL DEFENSE UNIVERSITY EXTENSION PROGRAM WORKSHOPS -- To further train university or college personnel engaged in program development, coordination, supervision, and instruction under the Civil Defense University Extension Program (CDUEP). Workshops are provided for university coordinators and for instructors in radiological defense, civil defense management and shelter management. The use of technical materials; the planning, organizing and conducting of civil defense courses of instruction; and the application of civil defense knowledge are stressed.

COLLEGES AND UNIVERSITIES
in the
CIVIL DEFENSE EXTENSION PROGRAM

1964-65

AREA

INSTITUTION

REGION 1

Connecticut
Maine
Massachusetts
New Hampshire
New Jersey
New York
Rhode Island
Vermont
Puerto Rico

University of Connecticut
University of Maine
University of Massachusetts
University of New Hampshire
Rutgers, The State University
Cornell University
University of Rhode Island
University of Vermont
University of Puerto Rico

REGION 2

Delaware
District of Columbia
Kentucky
Maryland
Ohio
Pennsylvania
Virginia
West Virginia

University of Delaware
Howard University
University of Kentucky
University of Maryland
Ohio State University
Pennsylvania State University
University of Virginia
West Virginia University

REGION 3

Alabama
Florida
Georgia
Mississippi
North Carolina
South Carolina
Tennessee

University of Alabama
Florida Institute for Cont. Univ. Studies
University of Georgia
Institutes of Higher Learning
University of North Carolina
University of South Carolina
University of Tennessee

REGION 4

Illinois
Indiana
Michigan
Minnesota
Wisconsin

University of Illinois
Indiana University Foundation
Michigan State University
University of Minnesota
University of Wisconsin

REGION 5

Arkansas
Louisiana
New Mexico
Oklahoma
Texas

Arkansas State Teachers College
Louisiana State University
University of New Mexico
University of Oklahoma
Texas A & M College

REGION 6

Colorado
Iowa
Kansas
Missouri
Nebraska
North Dakota
South Dakota
Wyoming

University of Colorado
Iowa State University
Kansas State University
University of Missouri
University of Nebraska
University of North Dakota
State University of South Dakota
University of Wyoming

REGION 7

Arizona
California
Hawaii
Nevada
Utah

University of Arizona
University of California
University of Hawaii
University of Nevada
Utah State University of Agriculture
and Applied Sciences

REGION 8

Alaska
Idaho
Montana
Oregon
Washington

University of Alaska
University of Idaho
Montana State College
Oregon State System of Higher Education
University of Washington

Annual Program Paper Guidance

(OCD program guidance is prepared and distributed annually. This appendix is the OCD program paper guidance for Fiscal Year 1965.)

FEDERAL CIVIL DEFENSE GUIDE

PART B, CHAPTER 3, APPENDIX 2

PROGRAM PAPERS FOR FISCAL YEAR 1965

Supersedes Part B, Chapter 3, Appendix 2, Dated April 1963



DEPARTMENT OF DEFENSE
OFFICE OF CIVIL DEFENSE

PROGRAM PAPERS FOR FISCAL YEAR 1965

A. Purpose

The purpose of this Appendix and its attachments is to assist State and local governments in developing civil defense program papers for fiscal year 1965. The program paper is a *management document*, describing the specific things a State or local government intends to do during the fiscal year to build its civil defense capability. It is therefore based on program planning as discussed in Part B, Chapter 3 of the *Federal CD Guide*, and it describes the State or local activity needed to compliment the Federal investments represented by the Shelter Survey and the provision of shelter supplies, radiation instruments, training courses, and other assistance.

The Fiscal Year 1965 Program Paper sets forth in detail the things which should be done to build a balanced civil defense program, centered around fallout shelter. The tasks to be accomplished must include the maximum activity possible, within manpower and budget limitations, in the mandatory priority areas of shelter, operational planning, direction and control, increased readiness measures, warning, and radiological defense. The program paper should also include as much activity as budgets and manpower allow in supporting areas such as police, fire and rescue, health-medical, and emergency information. Local CD Directors must delegate tasks in these areas to local officials or volunteer service directors.

As noted in E below, program papers developed as described in this appendix are required from those State or local governments desiring to participate in Federal financial assistance programs. Local governments not participating in these programs should also prepare program papers to facilitate their efforts to increase their ability to save the lives of their citizens in case of nuclear attack or natural disaster. We emphasize again, the program paper is a program management document to assist governments to identify and carry out the civil defense program which will give maximum returns for the funds and effort it is possible for them to invest.

B. Program Paper Format, Content and Scope

The outline for fiscal year 1965 local program papers is set forth in Attachment 1 to this Appendix. For purposes of illustration, Attachment 1 also includes the content of a sample program paper for a *hypothetical* local government, including such information as the number of shelter managers to be trained.

State-level program papers will be submitted in narrative form setting forth programs based on requirements for State support of local programs and the development of State government emergency operations capability. The narrative should follow the topical organization of local program papers as far as possible.

The form shown in Attachment 1 has been reproduced as an official OCD form, suitable for use in a typewriter, both for the convenience of local directors and to secure uniformity in description of local civil defense programs throughout the United States.

The outline in Attachment 1 represents the content of a relatively complete and *balanced* civil defense program, as well defined as the state of knowledge in early 1964 permits, and including both fallout shelter and supporting systems. It is longer and more detailed than the Fiscal Year 1964 Program Paper, to show both CD Directors and heads and officers of local governments in some detail what a balanced CD program centered around fallout shelter consists of, and to provide guidance for local governments which have programs at all stages of development.

Local governments just getting seriously started in civil defense, for example, may not be able to undertake work in more than the highest priority program areas, namely, shelter, operational planning, direction and control, increased readiness measures, warning, and radiological defense, which are mandatory for all participants, with individual tasks to be accomplished as manpower and budgets permit. In that case entries *need* be made only in those items for which work is programmed in fiscal year 1965. (To avoid possible

confusion as to whether part of the program paper has been lost or no work programed on a particular page, all 10 pages of OCD Form 744 should be submitted.) To assist OCD in developing future programs, it is requested that Columns II, III, and IV of OCD Form 744 be completed for each line item, reporting "0" where appropriate.

Other local governments, which have active programs with good local support, may have already completed many of the items noted in the Attachment 1 outline. Still others may not have much Survey Shelter and may have only a limited potential for Shelter Development; in that case they may be able to undertake more extensive programs in emergency and supporting services.

In other words, all items are not applicable to all counties and municipalities. Many local governments will omit a number of the items shown in Attachment 1, and many governments may wish to add items. (A number of States, for example, have under way active programs for the conservation and use of "secondary resources," including standby food and fuel rationing boards. These programs should be continued in fiscal year 1965.)

All governments, of course, should attempt to carry out as complete and balanced a program as they can, with first priority given to the mandatory activities noted above. The amount of work to be undertaken in fiscal year 1965 will depend upon funds and staff available in each participating political subdivision.

State civil defense agencies and OCD Regions will approve local program papers on the basis of their knowledge of local capabilities and budgets, of local needs, of Federal financial assistance being received, and of progress prior to fiscal year 1965. Again, it is not expected that every participant will be able to undertake programs in all of the major areas shown in Attachment 1, or in all of the activities shown under each program heading. The total balanced program shown in Attachment 1 cannot be accomplished in a single year, even with ample budget support. Some items, for example training, are ongoing activities and can never be considered completed. The aim, however, should be to make the maximum progress possible in building a balanced program, with first priority to securing shelter for all of the population and

to developing the most essential supporting systems.

The second major point to be borne in mind is that it is essential to delegate duties. **The Civil Defense Director Cannot Do It All Himself.**

Local CD Directors, in cooperation with their heads of government, must secure the active cooperation of sheriffs, chiefs of police, fire chiefs, and other public officers. If the sheriff of an average-sized county, for example, is able to devote perhaps 50 to 100 hours a year (1 or 2 hours per week) to the civil defense police program, as part of his total law enforcement responsibility, he should be able to make substantial progress on the six activities listed under "Police Services," and his county should have good CD police preparedness. But if the sheriff (or a member of his staff) cannot devote this time, the civil defense director will not, in most cases, be able to undertake an extensive police program himself. The same principle applies to programs in such fields as radiological defense, health and medical services, fire, rescue, and welfare. If duties cannot be delegated to the experts, relatively little progress can be expected.

Programs in these specialized areas are set forth in considerable detail so that CD Directors will be able to show police and fire chiefs, welfare directors, and local public health officers exactly what should be done to develop a capability for the operations which would be needed in time of attack emergency. This principle applies also in fields where a volunteer service director may have to be recruited, if there is no officer of local government available with the skills required, for example, in emergency information or in training. Here, too, the program paper elements will serve as a guide for what needs to be done.

Note that the program paper is divided into functional areas such as shelter, radiological defense and police. Important organized segments of the community such as schools or industries may undertake civil defense programs including these and other functional areas. In larger jurisdictions, therefore, local civil defense directors may wish to appoint an industrial civil defense coordinator to work with business, industrial and commercial firms in preparing for civil defense at the

work place. At the same time, the coordinator would enlist the help of business and industry in developing the community-wide civil defense program and in integrating industrial resources, such as plant guards or industrial police, with the total resources of the community, in this case the police department. (See detailed discussion in Part B, Chapter 2, Appendix 4 of the *Guide*.)

C. Program Paper Preparation and Submission

Local CD Directors should study Attachment 1, and determine those program areas in which work is both necessary and feasible, based upon local needs, budgets, and staff (including both officers of local government and volunteer service directors). Directors may wish to outline the programs needed with their head of government, or the civil defense committee of their local legislative body, to secure their assistance and support. (Remember that programing to the limit of local manpower and budgets is required for the mandatory programs, shelter, operational planning, direction and control, increased readiness, warning, and radiological defense.)

Next, consult with police and fire chiefs and other service directors, and determine what resources they can devote to the civil defense program needed in their areas of special competence. Determine in detail how much of the program outlined in Attachment 1 they can accomplish between July 1, 1964, and June 30, 1965.

Complete the Fiscal Year 1965 Program Paper in draft form, on blank copies of OCD Form 744 secured from the OCD Regional Office through normal channels, giving special attention to the mandatory priority programs. Consult the *detailed instructions* provided in Attachment 2 in completing the draft. Check the draft program paper with the head of government and/or the CD committee and with service directors (e.g., fire and police chief, and directors of health-medical and emergency information services), to ensure that they agree to undertake the specific tasks in their areas.

Prepare the program paper in final form, making the number of copies specified by the State CD Director. If possible, have the part of the program paper relating to a specific service counter-

signed by that service director (e.g., have the chief of police sign the police section). (Note: Extra copies of the program paper may be made for service directors, for their use in programing activities during the fiscal year.)

Submit the completed program paper as prescribed by the State. State Directors should submit these program papers together with the State Program Paper to the OCD Regional Director by June 1, 1964, *in an original and one copy*. Only one program paper should be submitted for each State and one from each participating local government, but this program paper must cover activities in each department of government concerned, if there is civil defense activity in departments in addition to the civil defense agency.

D. Amendments to Program Papers

When major changes occur at local, State or Federal levels in programs, policy, or availability of funds, amendments should be made by the local or State government. The amendment should be in the form of a letter, if only one or a few items need change, or in the form of a revised page, when necessary.

E. Requirements for Participation in Financial Assistance

Each State and local government, to retain eligibility to participate in or to become eligible to apply for financial assistance, must, under the provisions of the Federal Civil Defense Act of 1950 as amended, submit a program paper each Federal fiscal year to the OCD Regional Director for his approval. One approved program paper for each State and one from each local government thereof serves as justification and—together with a civil defense operational plan and other basic documents—as one of the requirements for participation in any or all of the following:

- Personnel and Administrative Expenses
- Contributions for Civil Defense Equipment
- Contributions for Student Expense
- Acquisition of Surplus Property

An approved State program paper is one of the requirements for local government eligibility under the Federal financial assistance programs.

A program paper submitted by a participating local government must be submitted in the manner

prescribed by the State and must be approved by the State prior to submission to the OCD Regional Director for his approval.

Part F, Chapter 5, and appendices thereto, set forth detailed guidance concerning financial assistance, including the financial authorization and contractual documents which, when executed, govern the specific amounts and kinds of assistance granted to participants.

F. Budget Preparation

The program paper prepared by the local government should be used as the program basis for preparing the local CD budget. Local budget requests for such items as staff salaries, training expense, and equipment should be based on the tasks outlined in the program paper. Local CD Directors should prepare line item budget requests, in the format required by local fiscal officers, to fund the activities their program papers set forth. The

detailed justification for local budgets can then be based on the local program paper. (This approach must be modified where the local budget year does not match the July-to-June program paper period.)

G. Use of Program Paper Form as a Progress Report

OCD Form 744, illustrated in Attachment 1, will be used for semiannual program progress reports as well as for the annual program paper. For information on reporting progress see Part H, Chapter 2, Appendix 1 of the *Federal Civil Defense Guide*. The dual use of the form is intended to reduce and simplify paperwork for State and local civil defense agencies. The program paper and the progress reports associated with it have been assigned Report Control Symbol OCD-FA (Th) 13.

PROGRAM PAPER AND PROGRESS REPORT FOR LOCAL CIVIL DEFENSE
Fiscal Year 1965 (July 1, 1964 - June 30, 1965)

ANNEX 1

Form Approved
Budget Bureau No. 120-R036

Submitted by _____ (Name of Political Subdivision(s)) _____ (State) _____ (Signature of Local Civil Defense Director)
Participating in P&A Program Yes ☐ No ☐ _____ (Population) _____ Approved _____ (Signature of State Civil Defense Director) _____ (Date)

I PROGRAM STATEMENT (Objectives and Activities)	II Total Requirement Number Unit	III Not done by 6/30/64	IV FY 1965 (July 1, 1964 to June 30, 1965) To be done in FY 1965	V Schedule for Doing * or Accomplishment *			
				1	2	3	4
I. SHELTER (Mandatory for all participating governments, with individual line-item activities to be accomplished as manpower and budget permit.)							
A. National Shelter Survey Program							
1. License eligible shelter facilities	150 fac.	120	30	x	x	x	x
2. Mark eligible shelters	150 fac.	110	40	x	x	x	x
3. Stock eligible shelter spaces with Federal supplies (Indicate by thousands)	90 spaces	60	30	x	x	x	x
B. Shelter Development Program							
1. Identify, list and contact potential applicants; assist in preparing applications **	40 applicant (est.)	0	40	x	x	x	x
2. License, mark, and stock shelters completed under the Shelter Development Program						x	x
C. Movement to Shelters, their Use and Management							
1. Prepare plan assigning population to the best shelter available **	1 plan	0	1	x	x	x	x
2. Prepare plan for movement of people to shelter **	1 plan	0	1			x	x
3. Publish and disseminate plans to public, police, etc.	2 plans	0	2				x
4. Select and train; **							
a. Shelter Manager Instructors	3 persons	1	2	x			
b. Shelter Managers	300 persons	50	100	x	x	x	x
5. Develop management plan or SOP for each shelter **	150 SOPs	50	75	x	x	x	x
6. Inspect shelters, supplies and equipment	150 fac.	0	150	x	x	x	x
7. Provide for communications between shelters and next higher level of civil defense organization	150 fac.	50	50	x	x	x	x
D. Additional Shelter							
1. Based on need for shelter, secure modification of existing buildings with non-Federal funds, using Shelter Survey Information **	10 fac. (est.)	1	9	x	x	x	x
2. Encourage inclusion of shelter in new construction, with non-Federal funds, using Shelter Survey Information	45 fac. (est.)	1	10	x	x	x	x
3. Encourage development of family shelter				x	x	x	x

OCD FORM 744
March 1964

* Use "Schedule for Doing" when form is used as a program paper, and cross out "Accomplishment."
Use of column V to show "Schedule for Doing" is optional with each State.
** See detailed instructions (Fed. CD Guide, Part B, Chap. 3, Appen. 2, Attch. 2)

PROGRAM AND PROGRESS REPORT FOR FISCAL YEAR 1965, continued

Page 2 of 10 Pages

Submitted by _____
(Name of Political Subdivision(s)) (State)

I PROGRAM STATEMENT (Objectives and Activities)	II Total Requirement Number Unit	III Net done by 6/30/64	FY 1965 (July 1, 1964 to June 30, 1965)				
			IV To be done in FY 1965	V Schedule for Doing * or Accomplishment *			
				1	2	3	4
II. OPERATIONAL PLAN (Mandatory for all participating governments.)**							
A. Write or update CD Operational Plan, including a basic plan and a section or annex for each emergency service or function; submit for approval; publicize	1 plan 11 annexes	1 11	1 (update) 5 (update)	x	x		
B. Coordinate plan with commanders of local military units	1 plan	0	1	x	x	x	
III. DIRECTION AND CONTROL (Mandatory for all participating governments, with individual line-item activities to be accomplished as manpower and budget permit.)							
A. Designate interim Emergency Operating Center with best protection factor available (at least 100, if possible)**	1 EOC	1	0				
B. Construct permanent EOC(s) or upgrade existing facility**	1 EOC	0	1		x	x	
C. Develop or update SOP for EOC operation, as part of Operational Plan	1 SOP	1	1 (update)	x			
D. Establish communications (land-line and radio backup) for EOC(s), including emergency power and contact with Emergency Broadcast station serving the area, in accordance with State plan**	To be secured this year Radio base station 5 kw generator					x	x
E. Assign EOC personnel, including radio and tele-type operators, as required by Operational Plan and SOP for EOC**	45 people	25	20		x	x	
F. Place essential supplies for 14 days in EOC **	14 days	3	11	x			
G. Schedule or participate in tests and exercises, evaluate, take corrective action	3 exercises		3	x		x	x

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Use of column V to show "Schedule for Doing" is optional with each State.

**See detailed instructions (Fed. CD Guide, Part B, Ch. 3, Appen. 2, Att. 1, 2).

PROGRAM AND PROGRESS REPORT FOR FISCAL YEAR 1965, continued

Page 3 of 10 Pages

Submitted by: _____
(Name of Political Subdivision(s)) (State)

I PROGRAM STATEMENT (Objectives and Activities)	II Total Requirement Number Unit	III Net done by 6/30/64	FY 1965 (July 1, 1964 to June 30, 1965)				
			IV To be done in FY 1965	V Schedule for Doing * or Accomplishment *			
				1	2	3	4
IV. INCREASED READINESS MEASURES (Mandatory for all participating governments, with individual line-item activities to be accomplished as manpower and budget permit.) (See Fed. CD Guide, Part G, Chapter 5)							
A. Prepare SOP for increased Direction and Control readiness during periods of tension	1 SOP	0	1	x			
B. Prepare plan to increase group shelter during periods of tension	1 plan	0	1	x	x		
C. Develop emergency public information plan	1 plan	0	1	x	x		
D. Prepare activation plan for CD volunteers (shelter managers, etc.)	1 plan	0	1		x	x	
E. Prepare plan for accelerated training	1 plan	0	1		x	x	
NOTE: All plans and SOP's should be annexes or attachments to appropriate part of Operational Plan							
V. EMERGENCY SERVICES							
A. Warning Service (Mandatory for all participating governments, with individual line-item activities to be accomplished as manpower and budget permit.)							
1. Assign responsibility for Warning Service to police, fire or other appropriate department.	1 person	1	0				
2. Establish a point manned 24 hours daily at which warning is received	1 point	1	0				
3. Survey population coverage of warning**	1 survey	0	1	x			
4. Secure and install additional warning devices, if needed **	10 devices	6	2		x		
5. Prepare or update SOP for receipt and dissemination of warning **	1 SOP	0	1			x	
6. Write or update SOP for alerting key Civil Defense personnel **	1 SOP	0	1	x			
7. Test alerting SOP, warning dissemination, and warning devices	12 tests		12	x	x	x	x

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PROGRAM AND PROGRESS REPORT FOR FISCAL YEAR 1965, continued

Submitted by _____
 (Name of Political Subdivision(s))

(State)

Page 4 of 10 Pages

I PROGRAM STATEMENT (Objectives and Activities)	II Total Requirement Number Unit	III Net done by 6/30/64	FY 1965 (July 1, 1964 to June 30, 1965)					
			IV To be done in FY 1965	V Schedule for Doing * or Accomplishment *				
				1	2	3	4	
B. Radiological Defense Service (Mandatory for all participating governments, with individual line-item activities to be accomplished as manpower and budget permit.)								
1. Assign responsibility for Radiological Service to appropriate Department Head or other qualified person.	1 person	1	0					
2. Train and assign RADEF Officers and Assistant RDO's **	3 persons	2	1	x				
3. Establish in accordance with Federal and State plan radiological monitoring and reporting stations needed **	20 stations	15	5					
4. Train Radiological Monitoring Instructors **	4 persons	3	1	x		x		x
5. Train and assign radiological monitors for shelters and reporting stations; for CD services (e.g., police and fire); and for surface mobile and aerial monitoring **	965 persons	150	175	x	x	x		x
6. Secure and place RADEF instruments in shelters and monitoring stations	170 locations	80	30	x	x	x		x
7. Distribute dosimeters for operational services	850 dosimeters	0	850		x	x		x
8. Write or update procedure for receipt, evaluation and dissemination of RADEF reports (See Fed. CD Guide, Pt. E, Ch. 5, Appendices 3 and 5)	1 SOP	0	1					
9. Train and assign RADEF evaluation staff (See Fed. CD Guide, Pt. E, Ch. 5, App. 3)	10 persons	0	10	x	x	x		x
10. Inventory, inspect and calibrate and maintain RADEF instruments	860 instrmts		860	x	x	x		x
11. Develop a list of priority areas or local resources to be decontaminated and distribute to services concerned **	1 list	0	1					x
C. Communications Service								
1. Assign responsibility for Communications Service to qualifies Department head or other person	1 person	0	1	x				
2. Inventory and maintain a list of all communications resources and services available for CD operations	1 list	0	1	x	x			
3. Relate resources to requirements estimated by CD services and determine deficiencies	1 study	0	1		x			
4. Secure and install equipment necessary to meet estimated requirements (other than EOC communications noted under III D)	To be secured this year 4 mobile radio sets; 12 telephone extensions in largest shelters. 48 tests			48	x	x	x	x
5. Test procedures and operations **								

*Use "Schedule for Doing" when form is used as a program paper, and cross out "Accomplishment."
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PROGRAM AND PROGRESS REPORT FOR FISCAL YEAR 1965, continued

Submitted by (Name of Political Subdivision(s))

(State)

Page 5 of 10 Pages

I PROGRAM STATEMENT (Objectives and Activities)	II Total Requirement Number Unit	III Net done by 6/30/64	FY 1965 (July 1, 1964 to June 30, 1965)				
			IV To be done in FY 1965	V Schedule for Doing * or Accomplishment *			
				1	2	3	4
D. Emergency Information Service							
1. Assign responsibility for Emergency Information Service to qualified Department head or news media official **	1 person	0	1	x			
2. Select and assign staff for EOC operation	6 persons	0	6		x	x	
3. Inventory and maintain a list of all public information resources in the area	1 list	0	1		x		
4. Develop emergency public information plan (same as Item IV C)	1 plan	0	1	x	x		
E. Police Service							
1. Assign responsibility for Police Service to Sheriff or Police Chief	1 person	1	0				
2. Inventory and maintain a list of police resources, manpower, and equipment, including plant guards and industrial police	1 list	1	1 (update)	x			
3. Prepare SOP for emergency operations, including assignment of personnel for movement to shelter, maintaining law and order during in-shelter period, and protection of vital community resources in pre-shelter and post-shelter periods	1 SOP	0	1	x	x		
4. Determine number of auxiliary policemen necessary to support emergency operations; recruit and train auxiliary police needed **	300 persons	120	100	x	x	x	x
5. Assign regular, auxiliary, and industrial policemen for civil defense police operations under SOP, including shelter assignment for police	450 persons	250	200		x	x	x
6. Develop radiological monitoring capability within the police services	100 persons	75	25		x	x	x

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PROGRAM AND PROGRESS REPORT FOR FISCAL YEAR 1965, continued

Submitted by _____
 (Name of Political Subdivision(s))

 (State)

Page 6 of 10 Pages

I PROGRAM STATEMENT (Objectives and Activities)	II Total Requirement Number Unit	III Not done by 8/30/64	FY 1965 (July 1, 1964 to June 30, 1965)				
			IV To be done in FY 1965	V Schedule for Doing * or Accomplishment *			
				1	2	3	4
F. Fire and Rescue Service							
1. Assign responsibility for Fire and Rescue Service to the Fire Chief	1 person	1	0				
2. Appoint and train additional key staff as necessary **	20 persons	20	0				
3. Inventory and maintain a locator file of all fire fighting and rescue equipment and personnel, including any owned or employed by industry	1 file	0	1	x	x		
4. Determine number of auxiliary fire and rescue personnel needed to implement Operational Plan, including number needed during the shelter occupancy period; recruit and train personnel**	200 persons	50	80	x	x	x	x
5. Assign regular, industrial, and auxiliary fire and rescue personnel for civil defense operations, including shelter assignment	350 persons	200	150	x	x	x	x
6. Develop radiological monitoring capability within the fire and rescue service	100 persons	60	20	x	x	x	x
7. Organize, train and equip rescue teams	20 teams	5	5	x	x	x	x
8. Organize or cooperate in organization and training of decontamination forces (See Fed. CD Guide, Part E, Chap. 7)**	50 persons	0	10	x	x	x	x
G. Engineering Service							
1. Assign responsibility for Engineering Service to Director of Public Works, or City/County Engineer	1 person	1	0				
2. Inventory and maintain a locator file of engineering resources (contractors, major items of government and industry equipment)	1 file	0	1		x	x	
3. Develop a list of priority areas or local utilities and resources to be decontaminated and restored on priority basis, and distribute to services concerned **	1 list						x
4. Develop radiological monitoring capability within engineering service	15 persons	0	5		x	x	
5. Organize or cooperate in organization and training of decontamination forces (See Fed. CD Guide, Pt. E, Chap. 7)**	50 persons	0	20	x	x	x	x

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PROGRAM AND PROGRESS REPORT FOR FISCAL YEAR 1965, continued

Submitted by _____
 (Name of Political Subdivision(s)) _____
 (State)

Page 7 of 10 Pages

I PROGRAM STATEMENT (Objectives and Activities)	II Total Requirement Number Unit	III Net done by 6/30/64	FY 1965 (July 1, 1964 to June 30, 1965)				
			IV To be done in FY 1965	V Schedule for Doing * or Accomplishment *			
				1	2	3	4
H. Health and Medical Service							
1. Assign responsibility for Health and Medical Service to Health Department Director	1 person	1	0				
2. Health-Medical Director establishes a Medical Advisory Committee if needed **	1 committee	0	1		x	x	
3. In Health-Medical section of Operational Plan, provide for support by other CD services (e.g., police, transportation)**	1 plan	1	-1 (update)		x		
4. Survey and maintain a list of all health, medical and allied personnel, as well as essential medical supplies and medical institutions **	2 lists	0	2	x	x		
5. Promote and assist in writing emergency plans for each medical and health institution, including provision for shelter for staff and patients and for communications to EOC	5 plans	3	2	x	x		
6. Appoint a Medical Chief and staff for each pre-positioned 200-Bed Civil Defense Emergency Hospital**	5 persons	0	5	x	x		
7. Assign all health and medical personnel to emergency operations posts	200 persons	150	50			x	x
8. Hold classes to train health and medical personnel to perform emergency functions not related to everyday duties (doctors, nurses, technicians, dentists, veterinarians, etc.)	15 classes	5	5			x	x
9. Establish radiological monitoring capability within health-medical services	20 persons	15	5			x	x
10. Promote the training of one member per family in the Medical Self-Help course	30,000 persons	1,000	2000	x	x	x	x
I. Welfare Service							
1. Assign responsibility for Welfare Service to Welfare Department Director	1 person	1	0				
2. Appoint key staff members	10 persons	5	5		x	x	
3. Inventory and maintain a list of welfare resources, including personnel and supply outlets of food, clothing, and bedding	1 list	0	1		x		
4. Determine number and type of welfare personnel needed and train and assign personnel to centers and shelters **	300 persons	100	50			x	x
5. Designate personnel to be trained in radiological monitoring and decontamination (decontamination of food, etc.)	50 persons	0	20				x
6. Prepare and execute memorandum of understanding with American Red Cross and other private welfare organizations covering the use of their manpower, facilities and equipment	3 memos	1	2				x

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PROGRAM AND PROGRESS REPORT FOR FISCAL YEAR 1965, continued

Submitted by _____
 (Name of Political Subdivision(s))

(State)

Page 8 of 10 Pages

I PROGRAM STATEMENT (Objectives and Activities)	II Total Requirement Number Unit	III Net done by 6/30/64	FY 1965 (July 1, 1964 to June 30, 1965)		V Schedule for Doing * or Accomplishment *			
			IV To be done in FY 1965		1	2	3	4
J. Supply Service								
1. Assign responsibility for Supply Service to head of appropriate Department	1 person	0	1		x			
2. List additional supplies each service will require for CD operations (food, fuel, etc.)	1 list	0	1			x	x	
3. Inventory and maintain a list of essential supplies available in the area	1 list	0	1					x
K. Transportation Service								
1. Assign responsibility for Transportation Service to head of appropriate Department or National Defense Transportation Association Chapter	1 person	0	1		x			
2. List additional transportation each service will require for CD operations	1 list	0	1			x	x	
3. Identify and list transportation resources available in the area	1 list	0	1				x	x
4. Conclude memorandum of understanding with NDTA or other transportation association	1 memo	0	1		x			
5. In conjunction with Director for Health and Medical Service, develop plan for emergency transportation of casualties	1 plan	0	1					x

*Use "Schedule for Doing" when form is used as a program paper, and cross out "Accomplishment."
 Use of column V to show "Schedule for Doing" is optional with each State.
 **See detailed instructions (Fed. CD Guide, Part B, Chap. 3, Appen. 2, Attach. 2).

PROGRAM AND PROGRESS REPORT FOR FISCAL YEAR 1965, continued

Submitted by _____
(Name of Political Subdivision(s)) _____
(State)

Page 9 of 10 Pages

I PROGRAM STATEMENT (Objectives and Activities)	II Total Requirement Number Unit	III Net done by 6/30/64	FY 1965 (July 1, 1964 to June 30, 1965)						
			IV To be done in FY 1965	V Schedule for Doing * or Accomplishment *					
				1	2	3	4		
VI. PREATTACK SUPPORTING PROGRAMS									
A. Training and Public Education									
1. Appoint Training Officer	1 person	1							
2. Make written analysis of training needs for each service	1 analysis	0	1	x					
3. Make arrangements for selected Civil Defense staff to attend OCD and/or State schools, University Extension and A&E courses	25 persons	15	5	x	x	x	x		
4. Assist services in selecting and training instructors	11 persons	50	6	x	x	x	x		
5. Make arrangements for classes to train personnel for all services and operations	25 classes		25	x	x	x	x		
6. Recruit personnel to attend local Civil Defense courses (shelter managers, RADEF monitors, auxiliary firemen and policemen, etc.)	500 persons		500	x	x	x	x		
7. Promote and assist training in Civil Defense Adult Education	20,000 persons	2,000	2,000	x	x	x	x		
8. Promote and assist training in Medical Self-help (1 member per family)	30,000 persons	1,000	2,000	x	x	x	x		
9. Promote and assist Rural Civil Defense	1,000 persons	50	300	x	x	x	x		
10. Establish procedures for reporting and evaluating training accomplished	1 procedure	0	1	x					
11. Prepare Accelerated Training Plan (same as item IV E)									
12. Conduct seminars for industrial and facility civil defense coordinators	4 seminars				x		x		
B. Public Information									
1. Appoint a Public Information Officer	1 person	0	1	x					
2. Establish an Advisory Committee (press, radio and TV personnel) if needed	1 committee	0	1		x	x			
3. Maintain regular contacts with all news media serving the area and obtain adequate coverage of all civil defense activities, i.e., Shelter Development Program, industry participation, shelter use planning, natural disaster activity, test exercises, etc.	4 media		4	x	x	x	x		
4. Brief local authorities on CD program and progress (including University Extension conferences)	4 briefings		4	x	x	x	x		
5. Make arrangements for the appearance of government officials, civil defense staff, industrial executives and community leaders on radio and TV and before organizations and other groups	8 appearances (est.)		8	x	x	x	x		
6. Prepare and present exhibits and displays, including civil defense publications, for industry and other organizations	4 exhibits		4	x	x	x	x		

*Use "Schedule for Doing" when form is used as a program paper, and cross out "Accomplishment."
Use of column V to show "Schedule for Doing" is optional with each State.
**See detailed instructions (Fed. CD Guide, Part B, Chap. 3, Appen. 2, Attech. 2).

Federal CD Guide, April 1964
Part B, Ch. 3, Appen. 2, Att. 1
(Supersedes Part B, Chap. 3, Appen. 2, April 1963)

PROGRAM AND PROGRESS REPORT FOR FISCAL YEAR 1965, continued

Submitted by _____
 (Name of Political Subdivision(s)) _____
 (State)

Page 10 of 20 Pages

I PROGRAM STATEMENT (Objectives and Activities)	II Total Requirement Number Unit	III Net done by 6/30/64	FY 1965 (July 1, 1964 to June 30, 1965)				
			IV To be done in FY 1965	V Schedule for Doing * or Accomplishment *			
				1	2	3	4
C. Operations, Plans and Testing							
1. Appoint or employ an Operations Officer	1 person	1	0				
2. Assist CD Services in writing or updating their sections or annexes of Operational Plan	11 annexes	11	5 (update)		X	X	X
3. Encourage appointment of Industrial CD Coordinators and assist in development of industry readiness plans by employers of 100 or more	40 firms	15	10		X	X	X
4. Assist local industries in organizing and operating industrial mutual aid associations for civil defense	10 industries	3	5			X	X
D. Administration							
1. Submit reports or forms required by OCD or State							
2. Inspect equipment secured under Federal financial assistance programs	1 insp.			X	X	X	X
3. Assign military reservists to supporting tasks	6 persons	2	1 4		X		
4. Prepare annual CD budget based on program paper	1 budget		1	X			

*Use "Schedule for Doing" when form is used as a program paper, and cross out "Accomplishment."
 Use of column V to show "Schedule for Doing" is optional with each State.
 **See detailed instructions (Fed. CD Guide, Part B, Chap. 3, Appen. 2, Attach. 2).

INSTRUCTIONS FOR PREPARING FISCAL YEAR 1965 PROGRAM PAPERS

General

As noted in Appendix 2, the Fiscal Year 1965 Program Paper sets forth in detail the things which should be done to build a balanced civil defense program, centered around fallout shelter. The tasks to be accomplished must include the maximum activity possible, within manpower and budget limitations, in the mandatory priority areas of shelter, operational planning, direction and control, increased readiness measures, warning, and radiological defense. The program paper should also include as much activity as budgets and manpower allow in supporting areas such as police, fire and rescue, health-medical, and emergency information. Local CD Directors must delegate tasks in these areas to local officials or volunteer service directors.

The Fiscal Year 1965 Program Paper outline in Attachment 1 includes the Program Statement, Column (I), including both overall objectives and key activities or tasks required to meet these objectives. The Column (I) program statement is preprinted on OCD Form 744, so that program papers may be prepared without the necessity of typing the list of overall objectives and key activities. (Other activities *may* be added by State or local governments if considered necessary, for example, programs for food and fuel consumer rationing boards.)

All participating governments must submit program papers covering as many of the activities under shelter, operational planning, direction and control, increased readiness measures, warning, and radiological defense as their staff and budget will allow. Activities in these areas may be excluded if one of the following conditions apply: (1) the program has already been completed, e.g., all shelters identified by the Survey have been licensed or an up-to-date operational plan exists; (2) no further action can be undertaken, e.g., owners have absolutely refused shelter licenses; (3) the activity is not appropriate, e.g., shelters cannot be stocked with Federal supplies because no shelters meet criteria for provisioning; or (4)

another level of government is handling the mission, e.g., if the county is developing emergency information materials for use in time of increased international tension, it would not be necessary for municipalities within the county to do so.

Column (II) reflects the estimated Total Requirement, including both what is already done and what remains to be done. This should be established by the local CD Director upon the basis of local needs, in the light both of Federal and State program emphasis and of the suggested requirements set forth below, e.g., for total numbers of sheltered managers, radiological monitors or auxiliary police. It should be borne in mind that these suggested requirements represent the *best estimate* possible in early 1964; many are stated only as rules-of-thumb. As OCD research now in progress is completed, these estimates will be refined. Nevertheless, the suggested requirements provide a goal adequate to serve as the basis for fiscal year 1965 programming.

Column (III) sets forth the net amount of the Total Requirement expected to be completed by June 30, 1964. This should represent *NET progress*, especially with regard to training requirements. Thus, if 200 auxiliary police have been trained by a local government from 1958 to date, for example, but only 120 are still active and available for duty, the figure 120 should be typed in Column (III), *not* 200.

Column (IV) should reflect the programed workload, in terms of specific tasks to be accomplished *in fiscal year 1965*, as precisely as it is possible to state them. For many tasks, *not all* of the requirement remaining to be done (Column II) minus Column (III) can be accomplished in fiscal year 1965. If 300 shelter managers are needed, for example, and 50 have already been trained, it may not be possible to train the balance of 250 in fiscal year 1965. Rather, 100 may represent an attainable figure. That is, set goals on the basis of *what you can reasonably expect to accomplish in fiscal year 1965*.

Column (V) provides spaces to indicate by an "X" in which quarter of the fiscal year activities are planned to be carried out. This represents the *best estimate* possible at the time the program paper is prepared. The use of Column (V) to show a quarterly "Schedule for Doing" is *optional for each State*. Even where States do not require the use of Column (V), on their own copies of the program paper, local directors may wish to place Xs in Column V, as a guide to when they *estimate* they will be able to carry out a specific activity.

Detailed Guidance

Most program statements that appear in the program paper for fiscal year 1965 (Attachment 1) are self-explanatory. Those program state-

ments that require further clarification are set forth below, followed in each case by an explanation and where necessary by a procedure for completing each of the columns of the program paper follows:

The program paper includes major sections as follows:

- I Shelter
- II Operational Planning
- III Director and Control (developing an EOC)
- IV Increased Readiness Measures (for use in time of increased international tension)
- V Emergency Services
- VI Preattack Supporting Programs

DETAILED INSTRUCTIONS BY SECTION

(See Column 1 (Stub) of facsimile forms)

SECTION I—SHELTER

Note that the fiscal year 1965 Program Paper assumes that the Shelter Development program will be approved and funded. Thus Section I B relates to securing and submitting applications from institutions eligible for Shelter Development assistance. Section I D provides for incorporating shelter in existing or new buildings without any Federal assistance. If Shelter Development is both approved and funded, Section I D would relate to buildings not eligible for Shelter Development grants, e.g., office buildings, factories or banks. If Shelter Development assistance is *not* available in fiscal year 1965, then Section I B and I D would have to be consolidated.

I B 1 Identify, List and Contact Potential Applicants

Identify from National Fallout Shelter Survey data those facilities eligible for Shelter Development, where additional shelter can be added by improvement in ventilation or by low-cost shielding, and where this additional space is needed. Enter in Column (II) the *estimated* total number of such potential applicants. Assist applicants in filling out application forms, if they decide to participate in the program.

I C 1 and 2 Prepare Plan Assigning Population to the Best Shelter Available, and Prepare Plan for Movement of People to Shelter

During fiscal year 1965, OCD will furnish detailed guidance on the preparation of these plans. The plans will assign people to the best shelter available, including areas with PFs under 40 and capacity under 50 persons, and will serve to identify deficiencies in PF 40-or-better shelter.

I C 4 Select and Train Shelter Manager Instructors and Shelter Managers

Establish your goal for shelter managers on the rule-of-thumb basis of at least two managers per shelter area, unless you have a more precise goal, based on detailed analysis of shelter sizes and needs. (Remember that many facilities contain more than one area; see Shelter Survey data to

find the number of areas.) To set the goal for shelter manager instructors, divide the number of shelter managers you plan to train *this* year (Column (IV) by 40). This assumes that the average instructor will train 40 people during the year. If your experience indicates a yearly output other than 40, use your figure. Train shelter manager instructors at OCD or State schools or through the University Extension program.

I C 5 Develop Management Plan or SOP for Each Shelter

Each shelter should have a plan or SOP (standing operating procedure) which outlines actions to be taken to receive, protect and manage people in the shelter. Use OCD or State prototypes.

I D 1 Based on Need for Shelter, Secure Modification of Existing Buildings with Non-Federal Funds

The shelter assignment plan noted in I C 1 will identify deficiencies in PF 40-or-better shelter. Use these needs as a basis for encouraging industry and private building owners to add more shelter space by ventilation or shielding improvements. If the Shelter Development program is not both approved and funded in fiscal year 1965, this item will also apply to schools, hospitals, etc.

SECTION II—OPERATIONAL PLAN

This section provides for writing or updating a civil defense operational plan, or operational survival plan, which is a requirement for any government's participation in federal assistance programs. If a local plan exists, update it as necessary as a result of changing conditions and in light of additional State or Federal guidance received.

SECTION III—DIRECTION AND CONTROL

This section, which is mandatory within budget and manpower limitations, for all participants, deals primarily with designating or constructing an adequate Emergency Operating Center (EOC), staffing it, and equipping it with necessary communications and supplies.

III A and B Designate or Construct EOC(s)

The EOC should provide PF 100 or better protected space for all of the professional and supporting staff required for emergency operations. (See III E below.) Estimate space required at 80 square feet per person; see OCD publications for detailed EOC specifications. Some governments may determine that they need more than one EOC (e.g., sub-EOC's at police stations, etc.).

III A and B Designate or Construct EOC (s)

Communications installed in or which can readily be moved to the EOC should include: commercial telephone, including communications to shelters; public safety or local government radio net control station(s), to communicate with police, fire, public works, engineering, etc., forces; radio base stations required for services operated out of the EOC (e.g., police, etc.); radio or TWX communications (i.e., other than public telephone) to next higher level of government; a NAWAS extension or drop, reliable communications to one; a program line or other reliable means of communication to the Emergency Broadcast System station serving the area, as provided for by State plans; net control stations for industrial radio systems, if any (e.g., power or taxi companies); and an internal messenger service. Emergency power is also required. Note that access to the Emergency Broadcast System may not be direct, if a number of jurisdictions are served by one EBS station. State-level plans will provide for such situations.

In Columns (II), (III), and (IV), type in (in abbreviated form, e.g., "radio base station; 5 kw generator") the equipment you plan to secure and install in or for the EOC.

III E Assign EOC Personnel

This includes both the EOC professional staff and the supporting personnel for such functions as operating communications equipment and the message center on a 2-shift or 3-shift basis. The professional staff should include all decision-makers and key staff personnel required for emergency operations, e.g., the elected head of government; the civil defense director and key staff; department heads and key staff (police chief, fire chief and deputies, welfare director, public health

officer, etc.); and volunteer service heads and key staff (Emergency Information Service, radiological analysts, damage assessment and intelligence personnel, etc.). All EOC personnel should be trained, including participation in at least one local or State test or exercise annually. (See Item III G on OCD Form 744.)

III F Place Essential Supplies for 14 days in EOC

This includes not only food, water and sanitation and medical supplies, but also administrative and operational supplies (e.g., paper, pencils, forms, typewriters, map boards, maps of layouts of sewer, water and power systems, etc.).

SECTION IV—INCREASED READINESS MEASURES

This section, which is mandatory for all participants, within budget and manpower limitations, deals with steps to be taken during periods of increased international tension to increase civil defense readiness. Since steps which could be taken if a day or more of tension preceded an attack could save millions of lives, and since many increased readiness steps involve only a comparatively small effort, these measures should be given high priority.

See Part G, Chapter 5, of the *Federal CD Guide* for details of increased readiness measures. These include, among other things, action to increase EOC (Direction and Control) readiness; to prepare scripts, tapes, films or mats for radio and TV stations and newspapers; and to prepare for accelerated CD skills training.

SECTION V—EMERGENCY SERVICES

V A 3 Survey Population Coverage of Warning

With the assistance of the State CD office, determine how much of your population now has warning coverage and determine feasibility of extending warning to the entire population.

V A 4 Secure and Install Additional Warning Devices

Where the warning coverage survey shows a deficiency in warning, and if it is feasible to correct this, budget for additional devices. If your budget request is approved, secure and install the equipment.

V A 5 Prepare or Update SOP for Receipt and Dissemination of Warning

Standard Operating Procedures (SOPs) for warning must indicate exactly who receives the warning, who makes the decision to act, and what is then done with the warning information. Such SOPs are normally attachments or appendices to the Warning section or annex of the operational plan.

V A 6 Write or Update SOP for Alerting Key Civil Defense Personnel

In addition to the procedure needed to receive and disseminate warning for the general public, additional SOPs are needed to alert key civil defense personnel and to mobilize them in time of emergency. (This SOP will be similar to, or may be included in, those prepared under IV A and D, for use in times of increased international tension.)

V B 2 Train and Assign RADEF Officers and Assistant RDOs

Each reporting jurisdiction should attempt to have one Radiological Defense Officer (RDO) trained at an OCD school. Often he will act as Director for the RADEF Service. As an interim measure, consider assigning as RDO a person with college physical science background who has been trained as a Radiological Monitor Instructor by an OCD school or by your University Extension program. Smaller localities may not need Assistant RDOs, although it would be prudent to have one Assistant trained, as a back-up measure. Larger localities may need two or three Assistant RDOs.

Each State, county and municipal government should have a trained radiological defense officer to plan, implement and operate the radiological monitoring, reporting and evaluation system. Further, assistant radiological defense officers will be required at State level and in the larger communities and counties. As a rule of thumb, an Assistant RDO should be trained for each 10,000 population, but this guide should be varied to meet local needs. College and high school science teachers or retired military personnel often can be recruited.

V B 3 Establish in Accordance with Federal and State Plan Radiological Monitoring and Reporting Stations Needed

Each fixed monitoring station must have a protection factor of at least 100 (or there must be special justification for waiver of this requirement), at least two trained monitors (four is the ideal, however), and a means of communication with the Emergency Operating Center. Inhabited rural areas should have one fixed monitoring station for each 36 square miles, approximately, of area. Urban areas should base requirements on the following (see Federal CD Guide, Part E, Chapter 5, Appendix 1, page 14):

Population:

500- 1,000-----	3 stations.
1,000- 2,500-----	4 stations.
2,500-50,000-----	1 station per 4,000 persons plus 4 additional stations
Over 50,000-----	1 station per 10,000 persons plus 12 additional stations.

Remember that some public shelters may be designated as radiological monitoring stations, if they have adequate protection factors and communications, and if they provide adequate geographical coverage.

V B 4 Train Radiological Monitoring Instructors

Recruit college or high school science instructors, or others with equivalent background, for training as RMIs. Have RMIs trained at OCD schools or through your University Extension RMI program.

To estimate the number of instructors needed, divide by 40 the number of Radiological Monitors you expect to train in fiscal year 1965 (item V B 5, Column (IV)). This assumes that the average RMI will train 40 monitors during the year. If experience indicates a different figure than 40 per year, use your figure.

V B 5 Train and Assign Radiological Monitors for Shelters and Reporting Stations; for CD Services; and for Surface Mobile and Aerial Monitoring

Estimate the total requirement for Radiological Monitors on the basis of four monitors per fixed

monitoring station and four per public shelter. Contact other services (e.g., police, fire, health, engineering, etc.) to determine the number of monitors they will require, and train these for duty assignments within their own service (including mobile monitors in police cars, etc.).

OCD guidance will be available in fiscal year 1965 on aerial monitoring. In the meantime in coordination with local representatives of the Federal Aviation Agency, prepare by training members of the Civil Air Patrol, and other owners of noncarrier aircraft, as Radiological Monitors. They will then be prepared to participate in the aerial monitoring program as this is developed. (See Federal CD Guide, Part E, Chapter 5, Appendix 3.)

V B 11 Develop a List of Priority Areas or Local Resources to be Decontaminated

This is identical with item V G 3 under Engineering Services. Both RADEF and Engineering Services should collaborate in drawing up this list, if possible.

V C 4 Secure and Install Communications Equipment Necessary to Meet Estimated Requirements

Based on the study of communications needs in V C 3, and on State guidance, attempt to secure funds in your local budget for necessary communications equipment of facilities, both EOC and non-EOC. In Columns (II), (III), and (IV), under the words "To Be Secured This Year," type in a brief description of the non-EOC communications you hope to be able to secure and install in fiscal year 1965, e.g., "4 mobile radio sets; 12 telephone extensions in largest shelters, etc.". Do not repeat items reported under item III D as EOC communications, (e.g., "radio base station; 5 KW generator").

At the time the Fiscal Year 1965 Program Paper is made, you may not know exactly what items of communications you will need, if you have not made a study of needs as in item V C 3. If this is the case, either leave the space after "To Be Secured This Year" blank, or fill it in in general terms (e.g., "Increase mobile radio sets; provide for telephone contact with larger shelters").

Also, note that any items typed after "To Be Secured This Year" will represent the CD Director's plan. Whether or not the communications can be actually secured during fiscal year 1965 will usually depend upon local budget action; if the CD communications budget is not approved, obviously the equipment cannot be purchased.

V D 1 Appoint a Director or Coordinator for Emergency Information Service

This will normally be the same person as the Public Information Officer noted in VI B 1. In larger CD agencies, this may be a paid position. In smaller communities, a volunteer can usually be recruited from key personnel of a local newspaper or radio or TV station.

V E 4 Determine Number of Auxiliary Policemen Necessary to Support Emergency Operations

Base the number of auxiliary policemen required on the following rule-of-thumb guide: for each regular policeman there should be four auxiliary policemen. This rule-of-thumb guide may be replaced by a more detailed analysis of the auxiliary police needed to support regular police in such functions as assisting in movement to shelter, in maintaining law and order during the inshelter period, and in guarding vital facilities and resources after emergence from shelters.

V F 2 Appoint and Train Additional Key Staff

In larger jurisdictions, the Director or Chief of the Fire and Rescue Services may need a staff including some or all of the following positions: One to three Deputy Directors, a Rescue Chief, Radiological Office, Supply Officer, Transportation Officer, and Intelligence Officer.

V F 4 Determine Number of Auxiliary Fire and Rescue Personnel Needed to Implement Emergency Operations Plan

Base requirements on the following rules-of-thumb, unless more detailed local estimates have been made:

For each regular firearm—4 auxiliary firemen (if local program includes training auxiliaries).

For each 1,000 population—5 rescue personnel.

V F 8 Organize or Cooperate in Organization and Training of Decontamination Forces

The establishment of a decontamination force may be the responsibility of either the Fire or the Engineering Service, as local conditions make advisable. (See Federal CD Guide, Part E, Chapter 7 and Appendices.) In either case, however, the decontamination force may look to the Fire Service for some of its equipment and manpower and for help in training. Do not overlook the possibility of giving fire and rescue personnel additional assignments in the decontamination service, which would operate in the postshelter period.

V G 3 Develop a List of Priority Areas or Local Resources to be Decontaminated

See explanation under item V B 11 in Radiological Defense section.

V G 5 Organize or Cooperate in Organization and Training of Decontamination Forces

See comment under V F 8.

NOTE.—Possible additional tasks for the Engineering Service to undertake, depending on local conditions and needs, may include cooperating with CD Director in advising building owners on upgrading shelter afforded by existing buildings (see items I B 1 and I D 1 and 2), or assisting CD Director in preparing shelter assignment plans (item I C 1). If any such activities are programmed for the Engineering Service, type a brief description in section V G of the program paper.

V H 2 Health-Medical Director Establishes a Medical Advisory Committee if Needed

In larger jurisdictions, a Medical Advisory Committee can be helpful to the Health-Medical Director in carrying out planning, organization and training responsibilities under the program paper and Operational Plan. If such a committee is established, it may include representatives of the following groups: Dentists, Osteopathic Physicians, Registered Nurses, Hospital Administrators, Public Health Department, Veterinarians, Pharmacists, Funeral Directors, and Red Cross.

V H 3 In Health-Medical Section of Operational Plan, Provide for Support by, Other CD Services

The Health-Medical section of annex of the Operational Plan should include provision for police

protection and traffic control for hospitals, and for transportation to move casualties to and from medical facilities. (These matters should also be covered in the police and transportation sections of the Operational Plan.) See item V K 5 of the program paper, on providing for emergency movement of casualties.

V H 4 Survey and Maintain a List of all Health, Medical and Allied Personnel, As Well As Medical Supplies and Medical Institutions

There are a number of categories of health-medical personnel who can fill assignments for operation of medical facilities in emergency, including CD Emergency Hospitals. These include: Physicians, Dentists, Veterinarians, Registered Nurses, Pharmacists, Sanitary Engineers, Dental Hygienists, First Aid Instructors, Hospital Administrators, X-Ray Technicians, Sanitarians, Clinical Psychologists, Medical and Dental Technologists, Hospital Attendants, Laboratory Technicians, Optometrists, Medical and Dental Assistants, Physical Therapists, Practical Nurses and Psychiatric and Medical Social Workers.

V H 6 Appoint a Medical Chief and Staff for Each CDEH

A staff should be appointed for each 200-bed CD Emergency Hospital. The number of persons appointed will depend upon the location in which the hospital is to be set up and the manpower available. In some cases, where local medical manpower is not sufficient to staff a prepositioned CDEH as a separate facility, it may be necessary to establish the CDEH in support of an existing hospital, in or near the permanent hospital building, for postshelter operation. In that case, only a small cadre might be assigned to staff the CDEH, with the physician support to come from the staff of the permanent hospital.

When a Medical Chief has been appointed, he should develop a floor plan and SOP for setting up the CDEH by hospital section in a preselected building.

V I 4 Determine Number and Type of Welfare Personnel Needed

In consultation with Director for Emergency Welfare Service, determine number of personnel required to be trained for EWS operations.

Dist: OCD Regions, State and local CD Directors, 2C, 2D (2 ea.), 4A, 6C, and 7D.

OTHER SOURCES OF INFORMATION

Office of Civil Defense publications are listed in the OCD Publications Index, MP-20. Following are a selected list of reference sources on the civil defense program:

1. Annual Report of the Office of Civil Defense for Fiscal Year 1964; 107 pages.
2. Civil Defense -- Fallout Shelter Program: Hearings before Subcommittee No. 3, Committee on Armed Services, House of Representatives, Eighty-Eighth Congress, First Session, May 28-July 31, 1963, Part I and Part II; three publications, total of 5,572 pages.
3. Providing for Fallout Protection in Federal Structures and Nonprofit Institutions: Report No. 715, House of Representatives, Eighty-Eighth Congress, First Session; 66 pages. (This is the report of the House Armed Services Committee concerning H.R. 8200. The report, which resulted from hearings before the House Armed Services Subcommittee No. 3, was submitted to the House on August 27, 1963.)
4. Civil Defense -- Project Harbor Summary Report: Publication 1237 of the National Academy of Sciences-National Research Council, Washington, D.C., 1964; 39 pages.
5. Fire Aspects of Civil Defense: OCD Publication TR-25, July 1964; 10 pages.
6. Creation of Fallout Shelter Through Slanting and Cost Reduction Techniques: OCD Publication TM 64-2, September 1964; 7 pages.
7. New Buildings With Fallout Protection: OCD Publication TR-27, January 1965; 104 pages.
8. National School Fallout Shelter Design Competition Awards: OCD Publication TR-19, February 1963; 145 pages.

9. Industrial Architecture -- Fallout Shelters: OCD Publication TR-21, November 1963; 57 pages.
10. National Directory of Qualified Fallout Shelter Analysts: OCD Publication FG-F-1.2, July 1964; 151 pages.
11. National Directory of Architectural, Engineering and Consulting Firms With Certified Fallout Shelter Analysts: OCD Publication FG-F-1.3, February 1964; 34 pages. (A revised edition is scheduled to be printed in May 1965.)
12. Fallout Protection -- What To Know and Do About Nuclear Attack: OCD Publication H-6, December 1961; 48 pages.
13. Community and Family Service For Civil Defense: OCD Publication H-11, February 1964; 24 pages; describes how organizations can advance their community civil defense program.
14. Meetings That Move -- A Guide To Successful Meetings on Civil Defense: OCD Publication H-11-1 (Vol. 1), August 1964; 40 pages; includes seminar-workshop outlines on "Adjusting To Living in the Nuclear Age," "Preparedness and Natural Disasters," and "Fallout Shelters in Schools." OCD Publication H-11-2 (Vol. 2), April 1965; 24 pages; includes seminar-workshop outlines on "Why Civil Defense," and "Fallout Shelters in New Buildings."

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